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1971

GRAND JURY

REPORTS

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FINAL 1971 GRAND JURY REPORTS

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MEMBERS OF THE 1971 GRAND JURY
IN AND FOR THE
CITY AND COUNTY OF SAN FRANCISCO

Irwin Cheim	Robert W. Marshall, Jr.
William S. Corvin	Elmo Mugnani
Walter Duncan, Jr.	Mrs. Diantha M. Nielsen
Jack Friedman	Daniel J. O'Hara, Jr.
Alfred Gee	Leandro P. Soto
George B. Gillin	Will Tsukamoto
Harry E. Horn	Timothy J. Twomey
John S. Leipsic	Dr. Thomas S. Wu

Mrs. Lois DeCayette, Secretary

Edmond P. Casassa, Foreman

Edward R. Sherwood, Acting Foreman

Impaneled, January 20, 1971

Discharged, January 12, 1972

1971 SAN FRANCISCO COUNTY GRAND JURY

Honorable Francis McCarty
Presiding Judge, Superior Court
City and County of San Francisco
San Francisco, California

Dear Judge McCarty:

I have received a copy of Foreman Edmond P. Casassa's letter to you and have included a copy of it with these final reports of the Grand Jury Committees.

I am most willing to oblige and accommodate our Foreman and will fulfill his year-end duties as requested.

While I was pleased and gratified by your appointing me as Acting Foreman during Ed Casassa's absence, I would have been more pleased, as well as the Members of the Grand Jury, to have him present with us, rather than confined because of a serious illness.

There is included with this transmittal letter copies of all of the Final Grand Jury Committee Reports and I would like to take this opportunity to thank the members of the Grand Jury for their concern, consideration, and the effort they put forth in developing and finalizing these reports. I personally feel that these reports will stand comparison with any other Final Grand Jury Reports.

I would also take this opportunity to thank each Grand Juror for the support and assistance they gave me during this period, especially while I was Acting Foreman.

I am sure that all of the Grand Jurors join with me in an expression of gratitude to our Secretary, Mrs. Lois De Cayette, for the excellent work she performed in her official capacity with the Grand Jury.

The Grand Jurors again join with me in extending thanks and appreciation to Michael K. Tamony, who worked very closely with the Grand Jurors in his capacity as a Superior Court Administrative Assistant. Also, thanks and the best of wishes to Ralph A. Sheehan, Consultant Retired, who for many years served the Grand Juries of San Francisco.

Especially, the Grand Jurors want to say how much they

Honorable Francis McCarty

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appreciated their association with Walter Giubbini, the Chief Assistant District Attorney, and his patience and concern for the Grand Jurors during the course of this year.

Respectfully submitted this 12th day of January, 1972.

Edward R. Sherwood, Acting Foreman
1971 Grand Jury for the City and
County of San Francisco

1971 SAN FRANCISCO COUNTY GRAND JURY

January 5, 1972

Honorable Francis McCarty
Presiding Judge, Superior Court
411 City Hall
San Francisco, California

Dear Judge McCarty:

It has been customary at the end of the Grand Jury year for the Foreman to prepare a transmittal letter to the Presiding Judge, including appropriate comments, and transmitting copies of the Grand Jury Committees' Final Reports. I sincerely regret my inability to complete this assignment, as you know a serious condition of health developed in mid-year and has kept me from my place of business as well as from my activities with the Grand Jury.

I am directing a copy of this letter to the Acting Foreman, Edward R. Sherwood, so that he may be aware of my feelings, and so that I may respectfully petition him to fulfill my obligations in this matter, as he has so effectively done during my absence.

As the Grand Jury Committee Reports have been released and published, I have read and reviewed them and I do want to say that I am proud and pleased with the fine reporting work accomplished by these committees.

May I take this opportunity to personally express my gratitude and thanks for your consideration in appointing me as Foreman, and for your kindness and concern during my illness.

Yours very sincerely,

Edmond P. Casassa
Foreman

cc: Edward R. Sherwood
Acting Foreman

DEPARTMENT OF SOCIAL SERVICES

During the year, meetings were held with commissioners and administrative staff of the Department of Social Services. Tours were made of all facilities. Our committee declines making a very definitive report based upon our brief investigation of the mammoth Social Services Department. Conversations with top administrative staff and commissioners was much like a study of the Pentagon by talking to the generals.

Initially we recommend the following:

1. The Mayor's appointment of a special committee devoting full time to an investigation of the Department of Social Services.
2. Commission appointments are made on the basis of political patronage. Most commissioners appear to lack the qualifications and sensitivity which the job demands. We suggest the Mayor of San Francisco give consideration to this in future Commission appointments. We suggest that consideration be given that the Commission be expanded to include a recipient of Social Service assistance.

During the period July, 1970 to July, 1971, the caseload of the Department increased from 73,173 to 94,143. San Francisco is fast becoming a city of the aged, the sick and the poor. San Francisco has a higher percentage of aged persons in its population than any other Bay Area county. It has a higher percentage of non-whites, blind and totally and permanently disabled persons. Little is being done in the City to maintain its middle class family population. It is the general conclusion of this committee that there is nothing being done to stop the trend.

The cost of City welfare programs continues to be shifted to the state and federal governments. The current increase in the maximum participating base in the AFDC program will provide increased federal and state financing of that program, with a significant decrease in San Francisco's cost. The Federal Social Security Act amendments will result in marked reductions in state and local welfare costs starting July 1, 1972, and will then progressively reduce up to July 1, 1975.

The elimination of county and state residence requirements by action of the United States Supreme Court, current poor economic conditions, reduction in opportunities for employment, and the increased General Assistance caseloads and costs force upon the local

DEPARTMENT OF SOCIAL SERVICES (continued)

county taxpayer a cost which he can no longer bear. The need to provide financial assistance can no longer be considered a purely local problem.

For many years Grand Jury committees have recommended that the offices of the Department of Social Services be centralized in the Otis and Mission Street areas. The movement to consolidate the Social Services offices and to better utilize the space and facilities available is long overdue. We suggest the 1972 Grand Jury committee thoroughly study location and space requirements of the Department.

RECORDS AND RECORD MAINTENANCE

The Department is loaded with archaic records and record maintenance procedures. The whole basement of the present Bush Street location is filled with outdated records going back to the 1930's and 1940's. Many of these should be destroyed. It is detrimental as a fire hazard and costly in terms of space. Increased use of microfilm and computer data processing must be implemented.

THE SERVICE SYSTEM

Services in the family and children's programs which we studied divided into two main groups -- In-Home and Out-of-Home services. We offer the following comments:

1. In-Home Services

In General Services, with only 25 social workers and 7 technicians in relation to a potential of 15,000 families requesting services, the focus is away from concentrated services and toward short-term crisis-oriented services in all cases needing immediate help.

Recommendation: Increase staff to handle caseloads, with emphasis on development of special intern and residency programs from the several universities throughout the City and Bay Area.

2. Day Care

Day Care provides care and protection of children for part or all of the day. This is a substitute for parental care because parents or caretakers are working or in training away from home.

Recommendation: Additional personnel and facilities must be provided. Again, intern and residency programs should be established.

DEPARTMENT OF SOCIAL SERVICES (continued)

3. State Pre-School Program

The State Pre-School Program is a program to increase motivation and readiness required of children from low economic and social levels to increase performance when they enter school. The program is funded 75% from federal funds and 25% from state funds. No county funds are involved.

Recommendation: Increased emphasis should be utilized in these areas which are completely funded on federal and state levels.

4. Consumer Education Committee

The Department's Consumer Education Committee, in cooperation with the San Francisco State College Home Economics Department, provides information on nutrition, low cost menus, handling of unwarranted or exploitative sales pressures, selective buying techniques, use of food stamps and supplementary food programs, credit pitfalls, etc.

The Consumer Education Committee is to be commended for its fine work based on its limited budget allocation.

The Grand Jury Committee commends in addition the following programs:

1. The Guardsmen Camp Program.
2. Protective Services for Underprivileged Families.
3. Homemakers Services.
4. Out-of-Home Services.
5. Foster Home Licensing.
6. Mayor's Summer Youth Employment Program.

The committee gives special commendation to the Social Services Clothing Exchange. The Clothing Exchange Project was developed during 1968-69 by child welfare staff assigned to the Child Protective Services Department of the Department of Social Services, based at San Francisco General Hospital. In May, 1971, arrangements were made with volunteer services to expand and organize the project for all Family and Children's Service families. Volunteers add a valuable dimension to this project. The "Clothes Closet" is staffed to repair, sort and organize clothing, and to have it cleaned for distribution to needy families. The volunteers have begun to initiate a regular means of procurement to open the Clothes Closet on a regular basis. All citizens in San Francisco should be aware of this program.

DEPARTMENT OF SOCIAL SERVICES (continued)

It is the committee's conclusion that the Clothes Closet is a valuable resource to the Social Services staff, and fills a very human need in the community.

Conclusion

Welfare is both a blessing and a tragedy. Certainly no other civilization has been more concerned for the rights and dignity of the poor, the sick, the aged, the underprivileged and the indigent. On the other hand, fulfilling the needs seems an insurmountable program.

This committee concludes its report on a note of hope that perhaps in some future day the frustrating and tragic welfare problem will be greatly improved by unification of the departments on a national level.

Irwin Cheim

Will Tsukamoto

John S. Leipsic, chairman

POLICE DEPARTMENT

The 1971 Grand Jury spent a great deal of time visiting and inspecting the functions of the Police Department. The police force is no doubt the most complex and the most involved of all city operations. It is in intensive activity twenty-four hours each day, and in constant contact and confrontation with the citizenry. It is indeed the very thin blue line that protects this city from lawlessness and anarchy.

PERSONNEL

The most encouraging part of the department is the high calibre of the new patrolmen entering the force. The Jury has attended all the academy graduations this year, and all members have been most impressed with the new personnel. They average two years of college education and are highly trained and disciplined. However, the top officers and executives of the force must accept the responsibility that these men will remain on the force and be properly motivated and promoted.

The increased pay schedule for inspectors should be eliminated. Pay differentials are demoralizing and are no longer acceptable in modern management. The guts of the department is the patrol, and the patrol is the most meaningful part of the force in the eyes of the public. Men should be encouraged to stay on the patrol and should be assured the same guarantee of pay and promotion as any other department. Pay differentials in other departments, motorcycle, helicopter, etc., should be eliminated.

Increased or hazard pay should be given to the patrolmen. In addition, increased pay must be arranged to compensate all personnel for years of higher education.

The Commission should note carefully the growth of the two police associations. They represent a growing militancy among law enforcement men all over the nation. We recommend the formation of a negotiating committee, formed by and completely under the Police Commission, to meet and negotiate with these associations as required. Top, experienced, concerned citizens are available and will serve if properly handled. The detailed objectives of negotiations will be noted elsewhere.

The Commission should petition the Board of Supervisors for exemption from the new residency requirement, when necessary, the Police Department is the only City Department that usually has recruitment problems. Right now they are up to strength, but this is probably due to the present economic climate. The department should now obtain legislation to exempt them from residency require-

PERSONNEL (continued)

ments when recruitment again becomes troublesome. There are many trained personnel in other areas, possibly Berkeley, who would be pleased to come to the San Francisco force.

Parity when the fire department no longer makes sense. Each year ten to fifteen men transfer from the police to the fire department. Forty or fifty more make the attempt. The facts of life demand that the commission take active steps to end parity, and have the police force negotiate with the public and the Board of Supervisors separately.

There is much talk of replacing uniformed personnel with civilian personnel. The details are complex, and we recommend a top rated management consultant to survey and determine where this is practical. The police must be assured in any changes that their civilian replacements will be permanent and properly organized so that the transfers, so prevalent in some departments, will be eliminated.

COMMUNITY RELATIONS

The Police Department has a Community Relations Department and even a community relations program; but they are terribly behind the times. First, the department must have a meaningful recruitment program among minorities. Tutorial assistance must be given to minorities so that they can qualify for the high standards of the force. Arrest records should not disqualify applicants unless a careful screening proves the charges to be meaningful and serious. Examinations should be changed so that the questions apply more directly to the job. The top echelon of the force should know that the above are the policies today, not of militant organizations, but rather of large, profit seeking, conservative minded corporations. Funds to assist are now available from private foundations and federal departments.

The Community Relations Department must be given a table of organization to assure its members the same opportunity for promotion as other departments. Serving in this most important division should not be a sacrifice but an opportunity for upward mobility.

The Officers for Justice has emerged as a voice for certain of the minorities in the force. We respect its position; but, as noted elsewhere, we feel that eventually this group must be part of the larger officer association.

The Mayor made a most meaningful acknowledgment of the minority community's position when he appointed Dr. Garner to the all powerful Police Commission. We feel that the minority community has been most derelict in its responsibilities in not properly acknowledging this important appointment.

COMMUNITY RELATIONS (continued)

As recommended by the previous chief, we feel that special size exemptions be made exclusively for the attraction of Oriental personnel to the force. Very few Orientals apply...this is a great waste of potential talent as Orientals have a world wide reputation as being amongst the best of police officers.

BUREAU OF INSPECTORS

While having great respect for the professional job being done by this bureau and for its dynamic chief, we also state that the Bureau of Inspectors is the most overrated department in the force. First, they are not inspectors...they are detectives. The use of the nomenclature "inspector" by the San Francisco Police is not respected in professional groups. The name should be changed to Bureau of Detectives.

We feel the bureau does an outstanding job, but it is no elite group. They are not entitled to special compensation, and we feel the detectives should wear uniforms like all other personnel. The uniform is a meaningful image to the citizenry and should be worn by all, except where special conditions warrant civilian dress.

We also feel patrolmen can be trained to do more detective and investigative work and the force can gain some balance in its personnel thereby.

SPECIAL SERVICES

This division is probably the most difficult operation in the police force. Demands are made daily from all sources to clear up the objectionable and lewd activities abounding in San Francisco, while the courts have consistently restricted the powers of the police to be effective. The division has a knowledgeable and dedicated head in Captain Shaugnessy, but he must protect himself and his men from being ridiculed by outside forces.

The police should make no decisions concerning pornography. They should let the courts and the District Attorney's office take complete responsibility in all decisions as to what is pornographic. They should only enforce those laws and decisions made by others. Captain Shaugnessy claims this is now the case. The force must be protected in this area from bad publicity and ridicule.

We recommend very limited use of policy power in relation to revoking licenses on moral grounds...let this decision be made by others. Again, protect the force from subsequent reversal and ridicule.

In writing on Special Services we will compliment our police force for being free of any charges of corruption or Mafia

SPECIAL SERVICES (continued)

influence. In other forces throughout the country these are the major complaints.

EQUIPMENT - HARDWARE - FACILITIES

The most serious problem in the department is the condition of its vehicles. The efficiency of the patrols is already diminished by this. The public must realize that its security is threatened by the lack of top vehicles and each day the lives and safety of the officers are unnecessarily put in danger by poor, overworked equipment. All members of the force, including the Commissioners, are aware of this. The Mayor and Board of Supervisors must give a budget priority to this immediately.

We recommend the issuance of Mace to all personnel. Mace is acceptable in most other areas, is actually a humane way to subdue violent people and is consistent with the department's policy of hiring smaller men. Right now the use of Mace is restricted only to top personnel.

We recommend the use of prisoners to clean the district stations and police vehicles as they are now used in such work at the city prison.

POLICE COMMISSION

The complete authority of the department lies in the Commission. Appointments to this body are probably the most important made by the Mayor today. Full responsibility for the efficiency or failures of the force lies here...the buck stops here.

We compliment the Mayor for his judgment in getting the members today on the Commission. They are a well balanced group, operate with great respect to each other and well represent the different forces abiding in the city. The choice of Chairman was excellent...Mr. Ferrari impressed us as being competent, strong and with complete control of the top uniformed personnel.

The Commission is doing a good job in achieving the balance between sensing the changing demands of the many civilian forces in the city while protecting the integrity of the Department.

In addition to objectives spelled out in other sections, we recommend the following:

1. Gun Control Legislation

There will never be any decrease in violent crime until there is meaningful control of hand weapons. Although legislation has been preempted at both the state and federal levels, the City cannot shirk the responsibility of demanding such control. The times

POLICE COMMISSION (continued)

are changing and more people are sensing the need for such laws, in spite of the political pressures of the gun lobby. The Commission should be in the forefront of this fight and demand action each year from the Mayor and the Board of Supervisors.

2. Legal Protection

Aggressive violence against uniformed police is now most common with little protest from the public. However, the police are continually under severe criticism even when using force for self protection. We feel the Commission should enact ground rules, have legislation enacted giving the police immunity from recrimination for taking any actions deemed necessary in those cases of personal attack. The cost of legal defense in such cases should be completely paid by the City.

CHIEF OF POLICE

The office of Chief is a classic example of waste and misuse of executive talent. No modern corporation would so abuse its Chief Administrator. Each day the Chief is exhausted and interrupted with a stream of petty social obligations and trivia.

The Chief should have three deputies, rather than only one. These men should carry completely the burden of civic and social demands. The Chief should have more leisure and be fit for the constant emergency...life and death decisions that are made in his office.

If the budget prohibits the above, there are ample top personnel in the department who can receive temporary appointments.

POLITICS AND PUBLIC RELATIONS

From top to bottom, the police force is completely void of any sense of public relations. This is in no way a complaint. It does mean that the training and background of the police personnel are in other directions and they should seek professional guidance in this field.

First and foremost, the ranking officers should get out of politics and stay out. Somehow they have no reserve in entering this field. They have no idea of what they are doing, and they do the force a great deal of harm. The top command must be reminded that they too have responsibilities...toward the great young men coming into the force. Their bumbling antics in the field of politics creates ill feelings against the force, something the younger men will have to live with in the years ahead. The police have enough critics and problems without actively seeking more. While all individuals have the right to political activity, the police should

POLITICS AND PUBLIC RELATIONS (continued)

have a gentlemen's agreement to abstain. They must cease this terrible disservice to the force they lead.

We recommend a Public Relations Department in the force equal to the position of the Legal Department. However, the department should be under the control solely of the Commission, have no uniformed personnel and be staffed by trained professionals in the field. They should constantly guide and advise all segments of the department as to the public relations effect of all their activities.

This idea, of course, requires funding which may not be available. We then recommend that the commission, with the assistance of the Mayor, seek help from the local advertising and public relation community. Each year the San Francisco Ad Club selects one community project...into which they pour talent and energy. Surely they could be convinced that the Police Department would be their finest endeavor.

SAN FRANCISCO COMMITTEE ON CRIME

The Jury was greatly assisted this year in the publishing of the reports on the Police Department by the San Francisco Committee on Crime. We do not wish to enter the public debate that followed the issuance of the reports, but we choose to record one observation on the report that emerged as we independently investigated the department.

The Committee continually spelled out the personal qualifications required in the individual police officer. The sum total of these demands equals the perfect man...nowadays only seen on television screens. No other part of our society is expected to produce such perfection. All other segments of employees (professors, teachers, civil servants, etc.) plus students, militants, etc., are being excused from even the minimum demands of discipline. Policemen are flesh and blood, like everyone else. They cannot all be supermen in a society relieved almost completely of any demands of restraint or self discipline.

POLICE OFFICERS ASSOCIATION

The San Francisco Police Officers Association is a phenomenon now common in all police forces in the country. Frustrated by an indifferent citizenry, rebuked at the polls by overburdened taxpayers and now the violent target of militants, the officers are aggressively organizing to protect themselves in a hostile world. While making considerable progress in establishing the policemen's position, they are inexperienced in organization, and are capable of making serious mistakes.

We have recommended, under the section entitled Personnel, that the Police Commission take steps to properly and professionally

POLICE OFFICERS ASSOCIATION (continued)

negotiate with this group. An experienced citizens' committee should be available at all times to meet with these people. The City should push quickly and aggressively for three objectives, the loss of which will destroy this police force:

1. An unconditional no-strike clause.
2. The recognition that only the Commission controls command functions of the police.
3. The recognition that the Chief and his subordinates alone control management functions of the force.

The Association has done some things with great distinction. Their survey of the officers this year deserves our compliments. The survey was meaningful, well handled, well publicized. It should be noted that they sought professional help and it was worth it. Our committee was helped no end by the survey and the entire community benefited. Their presentation of the 25 point Bill of Rights was commendable and represents bargaining for reasonable objectives.

However, the Association must resist the urge to act like a trade union...something the public will resist. Most of all, they must get out of politics. Like all others on the force, they are playing a game they do not understand, and making enemies they cannot afford.

Among their announced objectives should be:

1. Strong gun control.
2. Ending parity with the Fire Department.
3. Protection of officers against civil lawsuits.
4. The joining or absorbing of the Officers for Justice.

How this last can be achieved, this Committee does not know. Somehow both groups must negotiate their differences and merge.

RECAPITULATION OF PRIORITY RECOMMENDATIONS

PERSONNEL

Eliminate premium pay within the department, excepting additional pay for college credits.

Seek emergency exemption from residency requirement.

PERSONNEL (continued)

End parity with Fire Department.

Establish citizens' negotiating committee to properly negotiate with Police Officers Association.

Use of management consultants to properly assess use of civilians in different departments.

COMMUNITY RELATIONS

Modern minority recruitment program.

Table of organization for Community Relations Bureau.

Size variance for exclusive use for Orientals.

BUREAU OF INSPECTORS

Change name to Bureau of Detectives.

Detectives to wear uniforms.

EQUIPMENT AND FACILITIES

New vehicles, better maintenance.

Mace to be issued to all personnel.

Prisoners to do janitorial work at stations.

POLICE COMMISSION

Leadership for gun control legislation.

Obtain legal protection for officers.

OFFICE OF CHIEF

Chief to have three deputies.

PUBLIC RELATIONS

Establish Public Relations Department staffed by civilian professionals.

Alfred Gee

William S. Corvin, Chairman

CALIFORNIA ACADEMY OF SCIENCES

The purpose of the Academy is basic research and public education in the natural and environmental sciences. The City and County of San Francisco provides approximately 30% of the income of the Academy, or about \$600,000 annually. The balance of support for this non-profit institution is from memberships, business organizations, foundations, trusts, endowments, federal and state grants and, commencing this year, admissions. Cost of living increases determined the desirability of charging admission.

City funds pay all salaries and wages, plus the support and maintenance of the Steinhart Aquarium. The Aquarium's collection of specimens is the second or third largest and most important in the world, growing to this eminence through the able guidance of Associate Director Earl Herald.

Other exhibits, including the famed Morrison Planetarium, receive major support outside of city funds. The Junior Academy provides young people with classes of formal instruction and field excursions. For the younger San Francisco elementary schoolchild, it was found that there was less attendance proportionately than children from other Bay Area communities. It is recommended that some accommodation be arranged through the School Department, the Municipal Railway or Associated School buses to improve this situation.

San Francisco should consider itself fortunate to have this excellent facility in its midst. In June of this year, the Academy of Sciences was recognized for its high professional standards for public exhibits and research by being one of the first to be awarded accreditation by the American Association of Museums. Directors Dr. George Lindsay, Dr. Robert K. Orr and Dr. Earl Herald, their associates and staff are to be congratulated for their outstanding contributions.

DEYOUNG MEMORIAL MUSEUM and CALIFORNIA PALACE OF THE LEGION OF HONOR

In 1971, these formerly separate museums were combined under one administration. Their Boards of Trustees and supporting societies also combined. Budget requests, for the present, are still submitted separately.

DeYOUNG MEMORIAL MUSEUM and
CALIFORNIA PALACE OF THE LEGION OF HONOR (continued)

The self-perpetuating Board now consists of thirty members plus the Mayor and President of the Recreation and Park Commission. They operate the museums on city property in city buildings. The City pays the salaries of the staff and is responsible for building maintenance and protection of the art collections. The City has been miserly in the last two instances, cutting severely budget requests for necessary repairs. Additional guards are essential during the day and at night after closing. Guards should be in plainclothes, as well as in uniform. More electronic alarm devices are strongly recommended. The collections belong to the people of San Francisco and it is the obligation of the City's government to protect this valuable asset.

Public transportation to the Legion of Honor should be provided on weekdays. Sustained effort should be made to resolve the controversy with the Recreation and Park Department for automobile access on Sundays to the DeYoung Museum and the Academy of Sciences. Loss of revenue to these institutions is attributed to the restriction of cars on that day.

Mr. Ian White continues his capable and innovative directorship of the two museums with the support of a dedicated Board of Trustees.

THE BRUNDAGE WING

The Brundage Collection, though housed in the DeYoung Museum, is administered separately by the Center of Asian Art and Culture, with Mr. Rene D'Argence as Director. It submits its own budget requests to the Mayor and receives funds for staff salaries, maintenance and security guards.

THE PUBLIC POUND

The SPCA is appointed by the Board of Supervisors to be the City's Poundkeeper. Presently it is under monthly contract with the City to remove stray and wounded animals from the streets. If animals are unclaimed, a City ordinance states that dogs are to be kept a minimum of four days and cats a minimum of two days before determination of their disposition. The Pound then releases them

THE PUBLIC POUND (continued)

for adoption or the animals are exterminated. The Pound is not involved with disposal of the remains. The City contracts with a company for that purpose. The City appropriates approximately \$12,000 monthly for the SPCA's service. The Society claims their costs for service are about \$100,000 more, annually. The property on 16th Street belongs to the Society and it pays no property taxes to the City. Fines collected from owners of found dogs, and sale fees go into the City's General Fund.

During 1971, the SPCA has been charged with the mistreatment of animals. Investigation by the Grand Jury suggests there may have been instances of negligence; such as, premature disposal and delayed response to calls for assistance. Considering the volume of animals handled, however, the Pound's record for humane treatment is good. Similarly, the SPCA has been criticized for its method of extermination through the use of decompression tanks. They deny that this is a painful process, and state that it is the only possible way to dispose of over 500 animals a week, the majority brought in by their owners.

The Shelter is clean, light and airy and compares favorably with private kennels. Efficient management is reflected in the appearance of the building and the general attitude of the employees.

Interest in animal control brought suggestions for new legislation in the Health Committee of the Board of Supervisors. The matter is pending further study.

A distinguished Board of Trustees of the SPCA believe that their role as keeper of the Pound is both costly and thankless, and that they have been criticized maliciously by a group challenging their claim to a legacy.

William S. Corvin

Mrs. Diantha M. Nielsen

Harry E. Horn, Chairman

CIVIL SERVICE COMMISSION

This 1971 Grand Jury Committee set out early in the year to:

1. Orient ourselves on the functions and operations of Civil Service;
2. Find problem areas and inefficiencies;
3. Provide suggestions, comments, and solutions to these problems.

The comments, suggestions, and recommendations presented in this report result from the following committee activity:

1. Careful reading of 1968, 1969 and 1970 Grand Jury Reports;
2. Careful reading of League of Women Voters Report on Civil Service;
3. One meeting with the Mayor;
4. Two meetings with Mr. George Grubb, General Manager;
5. Two meetings with Mr. Harry Albert, Assistant General Manager;
6. One meeting with the three Civil Service Commissioners;
7. Two meetings with the then President of the Civil Service Commission, John L. Molinari;
8. Two meetings with each of Mr. Grubb's principal assistants;
9. One meeting with Mr. Yori Wada, then a Civil Service Commissioner;
10. Attended four Civil Service Commission meetings;
11. One meeting with President Kay Blalock of the League of Women Voters;
12. One meeting with Mr. John M. Woods, General Manager Municipal Railway;
13. Three meetings with Mr. Carl Barton, Municipal Railway Superintendent;
14. Various short meetings with various City and County department heads;
15. One meeting with the following union representatives: Local 400 President and staff member of Human Rights Commission Grant Menkins, Executive Secretary-Treasurer of Hospital Workers Timothy Twomey, Local 400 Executive Secretary Gerry Hipps, Union Consultant John Jeffery, Senior Business Representative Local 250 Felix Smith, Business Representative Local 400 Joe O'Donough.

CIVIL SERVICE COMMISSION (continued)

Upon reviewing all of the reports and information gathered from the above meetings we found absolutely no one completely satisfied with the operations of Civil Service. Although there are many areas in need of improvement, we wish to address ourselves to what we believe are the three major problems and offer suggestions as to how we feel they may be solved:

1. Backlog of examinations (both regular and promotional). Past Grand Juries, all department heads we interviewed, The League of Women Voters' Civil Service Report, the Civil Service Commissioners, and, finally, all staff members and Mr. George Grubb have pointed to this problem.

However, year after year after year this problem has been getting worse. At present, the backlog of examinations exceeds four hundred and this affects thousands of city employees. During past years and again during the course of this year various solutions were suggested to eliminate this problem. One suggestion involved Charter revision to remove some of the appeal steps now required on the posting of the examination, the questions on the examination, the answers to the examination, and even including the date of the examination.

We were told that appeals required some twenty percent of staff members' time.

Another Charter revision suggested was the elimination of the rights of applicants taking these tests to view the completed test after failure to qualify. This we were told prevents the City from using State tests which are secretive. Other minor Charter revisions were suggested and although we agree these and other changes would prove very helpful and would in time improve this backlog problem we are not hopeful that these Charter revisions can be attained within the near future; and, also, feel that this by itself would not eliminate this problem. Another solution suggested was the removal of oral testing on many entrance and promotional positions. However, it was pointed out to our committee that this would have a detrimental affect on our ethnic minorities who are seeking city employment and, therefore, would be impractical at this time.

Another suggestion was for the addition of enough staff employees over the next two or three years at an estimated cost of some \$600,000.00 per year. This addition, it was felt, would gradually reduce and completely eliminate in thirty months the backlog of examinations. We agree this would most likely eliminate the problem.

This committee feels no purpose would be served to determine why this problem has been allowed to reach this point. A point which has created chaos throughout many city departments, has adversely affected employee morale, has denied health and retirement

CIVIL SERVICE COMMISSION (continued)

benefits to limited tenure employees, has given many city employees an insecure feeling and according to Mr. George Grubb is costing the city some \$5,000,000.00 per year.

Because of the gravity of this problem and because of the fact that this problem has and will affect virtually every city department, this year's Grand Jury Committee on Civil Service has decided that this problem can and will be solved by one man and this one man is our Mayor.

The Mayor must apprise himself of the seriousness of this problem and must take the necessary steps to rectify this problem. He must provide funds necessary to employ sufficient staff members to hold the necessary examinations, and take immediate measures to remove these backlogs, for the failure to do so will impair the morale and operations of many city departments.

Only our Mayor can provide the necessary leadership to first approve the needed funds for additional civil service employees and secondly must use his persuasive powers to convince the Board of Supervisors of the necessity for these funds.

2. Limited Tenure

Limited tenure has existed in San Francisco since World War II. Grand Juries have recommended year after year to abolish it. We too agree. The elimination of limited tenure will greatly increase employee morale, increase productivity, and will contribute greatly to the elimination of serious dissatisfaction with Civil Service among city employees.

Limited tenure is unfair to city employees, is unfair to other city employees who wish promotions, and is unfair to the departments concerned. However, unless the backlog of examinations are eliminated, limited tenure will be very difficult to eliminate.

Our committee recommends that city employees holding entrance level positions be given permanent status with a six-month probationary period. This may be accomplished either through the passage of an ordinance by the Board of Supervisors which may or may not be deemed legal, or by the conducting of non-assembled examinations authorized under Rule No. 4, Section 3 of our City Charter.

The adoption of either of the above recommendations will materially reduce the additional staff required to eliminate the backlog of examinations. Our committee feels examinations should be given for promotional positions presently held by limited tenure employees. This our committee feels would be a just solution.

CIVIL SERVICE COMMISSION (continued)

3. Civil Service Commission

The Civil Service Commission we believe is one of the most important commissions in city government. Presently, it consists of three members each of whom has been appointed by our present Mayor to a six-year term. Mr. William Kilpatrick, Acting President, Mr. Jack Chow, and Mr. Gary P. Vannelli. The General Manager, George Grubb, serves at the discretion of these Commissioners.

These three members are representative of business, labor, and minorities. We believe this Commission as presently constituted is employee oriented and should be enlarged to include two more commissioners representing the taxpayer and consumer. We would advise the 1972 Grand Jury to determine an equitable manner by which candidates for this very important body may be selected and presented to our Mayor for his determination and appointment.

Although this year's Grand Jury Committee has focused on the above three problems, we do not wish to imply by omission that these are the only problems besetting Civil Service. However, the elimination of these three problems will enable Civil Service staff members to concentrate on the following areas also in great need of improvement:

- Collective bargaining;
- Job Standardization;
- Recruitment Procedures;
- Termination Procedures;
- The rule of three versus the rule of one;
- Employee performance evaluation;
- The consolidation of the Retirement Board, the Health Service and Civil Service;
- Review of examination contents.

Will Tsukamoto

Dr. Thomas S. Wu

Elmo Mugnani, Chairman

HUMAN RIGHTS COMMISSION

During the year 1971, our Committee met with and attended staff and public meetings of the Human Rights Commission. We would like to particularly thank William L. Becker, Director of the Commission, and Mrs. Gail P. Roberts, Coordinator-Community Organization, for their cooperation.

The Human Rights Commission is a vital organization of our city, acting as the moral conscience of the community and interpreter of the basic tenet upon which our country was founded - "that all men are created equal."

San Francisco has been fortunate in never having had a major racial disturbance. This is commendable in a city with such a mixture of racial and ethnic backgrounds. A major contributing factor to this is the work of the Human Rights Commission.

During this past year, the Human Rights Commission's major projects and accomplishments included:

1. Completion of a study on San Francisco Civil Service examination procedures, the first comprehensive study of San Francisco Civil Service's practices and their differential effect on minorities (funded by a San Francisco Foundation grant).
2. Civil Service Commission Task Force initiated by the HRC evaluated and subsequently revised job requirements and examination procedures for firemen, medical stewards and ambulance drivers. The restructuring of the latter two effectively changed the operation of the emergency medical service, about which seventy complaints had been received, by integrating the staff and by selecting persons able to deal sensitively with patients' distress.
3. Completion of the annual ethnic survey of Civil Service employees.
4. Chinatown garmentworkers survey re-done and expanded.
5. Students' Rights and Responsibilities Manual, prepared by the Citywide Youth Council, was adopted by the San Francisco Board of Education in the fall of 1971.
6. The California Indian Directory, the first comprehensive listing of Native American organizations and services, was developed and circulated by the HRC staff as an activity of

HUMAN RIGHTS COMMISSION (continued)

HRC's newly-established Native American Advisory Committee.

7. HRC is now enforcing the non-discrimination ordinance for suppliers of goods and services to the city.
8. Continued cooperation with the San Francisco Police Force. Concrete outcomes of this are the Police Department's role in the opening of schools and the resolution of police-youth tensions in Chinatown.
9. With student momentum and the leadership of a National Urban Fellow (Yale) assigned to HRC, the Woodrow Wilson Scholarship Fund was developed to provide grants for further studies to graduates of Woodrow Wilson High School.
10. Court-ordered desegregation of the School District's elementary schools heightened tensions. To reduce anxiety in the community, HRC provided factual information on school desegregation to facilitate rational discussion; met with public agencies to coordinate response to the opening of school; worked with fledgling zone councils; and recommended to the YMCA that they establish a Rumor Control Center to coincide with the start of school.
11. Working with the San Francisco public schools remains a primary concern of the Commission.
12. In housing, the Commission continued to work for the city policies and programs to preserve, improve and expand the housing supply for low and moderate-income families and open housing opportunities without regard to race, religion, or national origin or ancestry.
13. The HRC staff brought together diverse groups within the Visitacion Valley community. A concrete outcome was the staff writing a modest proposal to hire a person to work in the Sunnyvale community. This proposal was funded by the San Francisco Foundation.

These special programs are in addition to the already-overburdened staff's handling of routine complaints and day-to-day "watchdog" activities against discrimination in human rights.

Further utilization of volunteers, interns, and special projects personnel is drastically curtailed within the HRC because of the extreme shortage of space, office equipment and office furniture.

The Committee makes the following recommendations:

1. Creation of a direct liaison with the Mayor's office.

HUMAN RIGHTS COMMISSION (continued)

2. Rental of an additional floor of office space in the same location as present offices, with corresponding additions of office equipment.
3. If the non-discrimination ordinance is amended to include discrimination on the basis of sex and sexual preference, staff must be increased by four professionals and two clerical.
4. Increase communication and liaison with San Francisco's "gay" community. These active and concerned citizens within our city deserve a voice in government.
5. To effectively reduce community tensions as charged in the enabling ordinance, three professional and one clerical staff are needed to work in the majority (white middle class) community and with "establishment" groups.
6. The Citywide Youth Council should be funded on an ongoing basis by the city. This would amount to one Youth Council representative, three Youth Council workers or the equivalent in hourly staff, and one clerk-typist.
7. Monitoring of the non-discrimination ordinance should be done across the board with contractors and suppliers of goods and services to the city. Such monitoring would require six professionals, including making permanent the three funded through the Emergency Employment Act, and three clerical staff.
8. Creation of a special liaison staff to work directly with city departments such as the San Francisco Unified School District, Recreation and Parks Department, and the Department of Public Health to help these agencies become more responsive to community needs.

Increased recognition of the Human Rights Commission is essential in enabling them to effectively perform their vital role in our city government.

Possible expansion of programs is incorporated under personnel needs, as HRC can do no more than it has the staff capacity to accomplish. The new staff hired through the Emergency Employment Act will enable HRC to vigorously pursue contract compliance and development in new community directions. The lack of adequate clerical and supportive services limits the potential effectiveness of this new staff.

Irwin Cheim

Will Tsukamoto

John S. Leipsic, Chairman

PUBLIC UTILITIES COMMISSION

The Public Utilities Commission, a body of five men appointed by the Mayor, oversees the Water Department, Hetch Hetchy Project and the Municipal Railway.

Mr. John D. Crowley is the present General Manager of the three facilities. The Commission meets, listens to the projections of the heads of the agencies involved under its jurisdiction and votes their approval.

Past Grand Juries have invariably been most complimentary of the Water Department and Hetch Hetchy, and deservedly so, but they have been highly critical of the operation of the Municipal Railway.

In this report the 1971 Grand Jury will endeavor to present some of the reasons for the Muni's drastic deficit.

WATER DEPARTMENT

The 1971 Grand Jury is in complete agreement with previous Grand Jury comments as to San Francisco's good fortune in having a seemingly inexhaustible supply of fresh mountain water. However with the rapid growth of the three counties that now purchase 56% of Hetch Hetchy's water, provision must be made for enlarging present facilities.

The Water Department's profits, which are considerable, should be "plowed back" to expand its present installations instead of being siphoned off by deficit ridden Municipal agencies. Then, no problems would arise in the future.

Mr. Arthur H. Frye, Jr., General Manager and Chief Engineer, has projected plans for the future of the Water Department 25 years hence. Prudence and good business...and the Water Department is a business...demands that his recommendations be heeded.

HETCH HETCHY PROJECT

This agency under the able guidance of Oral L. Moore seems to have no problems, and Mr. Moore foresees none in the future providing too much money is not diverted from Hetch Hetchy and allocated to other agencies.

HETCH HETCHY PROJECT (continued)

In the far, but foreseeable future Hetch Hetchy will need capital improvements and as a well run business it must, of necessity maintain a surplus for just such purposes.

MUNICIPAL RAILWAY

San Francisco's surface transportation system is probably the most costly drain on the taxpayers other than the Public School System and Welfare.

This committee has neither the technical knowledge nor the man hours to thoroughly investigate this operation. Previous Grand Juries have recommended that a budget be set up to provide for a staff to study the problems of the Muni but nothing has been done.

Wages of Muni operators are set by law as are pensions and sick leave. San Francisco and New York alone pay the highest basic wage rate of \$4.9325 per hour of straight time. Other skilled employees are paid Associated Contractors Rates, as required by law, making wage scales extremely high.

Storage and repair area facilities for trolleys, buses and cable cars are unbelievably out moded. As an illustration, Geneva Avenue "temporary" barns were built in 1907 and have never been updated. Working conditions, safety factors and sanitary facilities for workmen are primitive. Yet dedicated craftsmen keep the equipment running despite age and unbelieveable vandalism.

No division may reduce service, no matter how little used or how unprofitable without permission of the Board of Supervisors. Cable cars operate 2/3 of 1% of the total mileage of the Muni yet account for 68.97% of the accidents per 100,000 miles.

We agree with various pressure groups that the cable cars are a unique tourist attraction and should be continued, but they are extremely expensive to operate, \$34.23 per hour vs \$13.31 for trolley coaches.

There are also some heavy losers in the motor coach lines. #39 Coit Tower line produces \$1.68 per hour, #86 Mission Shopper Shuttle \$1.08 and #13 Alemany \$1.07. As opposed to #55 Sacramento produces \$12.45 and #38 Geary \$12.35. Again may we repeat, nothing can be changed without the approval of the Board of Supervisors.

As to the matter of fares. Of 41 major cities in the United States, one charges 50¢, four 45¢, eight 40¢, eight 35¢, twelve 30¢, six 25¢ and one 15¢. Then there is the school fare, senior citizens and many other reduced fares.

MUNICIPAL RAILWAY (continued)

The Muni's budget totals \$44,813,000 for 1970-71 with a tax supported deficit of \$17,870,000. Many allocations from the Water Department and Hetch Hatchy are made at the request of the Mayor to reduce the tremendous ad valorem tax support to finance the Muni system. As an illustration the Muni received \$1,510,000 for electrical requirements from the newly created Transit Power Division of Hetch Hatchy. An additional windfall of \$3,250,000 was allocated to the Muni from the sales of Water Department land sold to the state for a freeway through Crystal Springs property.

San Francisco will receive substantial Federal grants to help finance modernization of the Muni's fleet of vehicles. This will cost about \$17,000,000 with the Federal government putting up about 2/3 of that amount.

The Municipal Railway is under the management of John M. Woods who seemingly is capable, knowledgeable and experienced and certainly dedicated to his task.

As a final general comment, elected officials in high city government positions often make irresponsible and unrealistic proposals that are released to the press without being researched as to cost or need. As an illustration, as recently as August 1971 one elected official gave her blessing to the ill-conceived plan to extend the California Street cable car line down Polk Street thus adding more taxes to the already overburdened taxpayer.

Daniel J. O'Hara, Jr.

Leandro P. Soto

Irwin Cheim, Chairman

SAN FRANCISCO PUBLIC LIBRARY

The San Francisco Public Library System serves the public through its main library, business branch, 26 neighborhood branches, bookmobile, and deposit collections.

The existing main library building was originally designed for a volume capacity of 400,000. It is continuously being modified to increase that capacity at the expense of public seating, staff work space, and public circulation space. The building is too small to house the existing book collection of 750,000 volumes and still give efficient adequate library service to its patrons. The present collection is inadequate for a city the size of San Francisco, and about one-third as large as it should be if San Francisco is to assume its proper regional role within the State Plan for Total Library Service.

The existing main library building is too small and lacks adequate flexibility for delivering modern library service to the public. Unless this situation is corrected, the San Francisco public library will not be operating at an efficient level in the future.

The restrictions placed upon the administration of the San Francisco Public Library by the City Charter are the chief impediments toward total utilization of funds and staff. For example:

The Budget: approval of each individual item and restrictions on transferring of funds under the City's line budget allow for little flexibility in use of funds to meet changing situations. If management were allowed to use program, performance budgeting methods, much more efficient use could be made of the funds presently granted.

Personnel: the complexity of the Civil Service System prevents management from securing and subsequently appointing the best personnel for efficient operation.

Library Security: the Budget Committee should make a careful analysis of the security system in order to protect the users and the valuable property of the Library.

Library Equipment: we need more audio-visual material which is a necessity for use by all citizens, particularly those in less privileged neighborhoods.

SAN FRANCISCA PUBLIC LIBRARY (continued)

Technical Services Operation: this department, located behind the main library, is operating under crisis conditions and some drastic improvements must be implemented. The department is ordering and processing over 100,000 books each year, plus handling tens of thousands more for repair, binding, and recataloging.

Due to inadequate space for workers and the problem of sewage backups during the rainy season, negotiations have been in progress for the moving of this operation, but nothing has been finalized as yet.

We compliment the Library Administration for their many fine projects, especially the business branch located at 530 Kearny Street.

We also compliment the FRIENDS organization composed of a thousand citizens concerned with the welfare of the Library and their continuing interest in a number of major projects such as:

- Promotion of National Library Week.
- Completion of a new color film called LIBRARY.
- Publication of the book A Tribute to Edwin Grabhorn and the Grabhorn Press.
- Operation of an Information desk in the lobby of the Main Library.
- Continuation of a \$40,000 bibliographic project.
- Offering of a new Media Machine in the value of \$25,000 to bring variety of communication experiences to those who do not use the library.

Our committee recommends further study on the construction of the new main library building which is in the planning stage for the near future. The new main library should be built under the guidelines of the American Library Association Standard.

We believe it absolutely necessary for the people of San Francisco to have their new library completed as soon as possible in order to keep abreast of the progress in advanced education.

WAR MEMORIAL

The War Memorial Opera House is traditionally used for Opera, Symphony Musical Concerts, Ballets and other cultural performances.

WAR MEMORIAL (continued)

Income: There has been a steady increase every year for the last six years. There has also been a tremendous demand made upon the Board of Trustees for the use of the Opera House facilities and the necessity for expansion of the War Memorial complex.

Major Rehabilitation: For the past 5 years, some progress in the refurbishing and rehabilitation of the Opera House and Veterans Building has taken place. In the 1970-71 budget, a request for capital improvements in the amount of \$222,000 was completely eliminated. This was due to the strict economy enforced on all departments of city government. Consequently, no funds were left to continue the long-range program to complete rehabilitation of the War Memorial complex and the Opera House. In the 1970-71 budget, the sum of \$47,400 was approved for major and minor repairs.

Opera House: The entire backstage area of the Opera House dressing rooms has been renovated. The choral room was completely remodeled, which included new carpeting, sound proofing, lighting and drapes. Also, there is new carpeting in the dress circle and grand tier level. The sum of \$80,000 has been allotted to update the lighting equipment and backstage area. There is an annex to the extensive music library collection complete with closed circuit TV from the conductor's box to this area for quick reference on musical scores during times of rehearsals.

Veterans' Building: Extensive remodeling has taken place on the third floor of the Veterans' Building. The rooms were formerly used for meetings and a library. Through the excellent cooperation of the War Memorial Commission, the space was given to the Museum of Art for its expansion program. It included meeting rooms for their officers and classrooms for teaching art to the young people.

Our committee recommends that the Board of Supervisors further study the following recommendations:

That the present 1,100 seat theatre in the Veterans' Building be completely remodeled to accommodate legitimate plays that are now denied San Francisco because of the extreme shortage of theatre facilities in our city. It is estimated that new seats, acoustical improvements, etc., would approximate \$250,000. It is also estimated that if this work could be accomplished, the rentals for this facility would pay for this capital improvement within a period of five years.

WAR MEMORIAL (continued)

We also recommend that the Mayor and Board of Supervisors appropriate sufficient funds to allow the continuation of the refurbishing of both the Opera House and Veterans' Building, which unfortunately have been discontinued for the past three years. Prior to that time, approximately \$300,000 per year was received for the much-needed rehabilitation and improvements to the War Memorial complex.

William S. Corvin

Harry E. Horn

Alfred Gee, Chairman

DISASTER CORPS

The Committee visited with Mr. Edward P. Joyce at the Disaster Corps Headquarters at 850 Bryant Street and report the following:

We found this operation handled in a very efficient manner by Mr. Joyce.

The recommendation of this Committee is that a complete survey should be made of the following project:

Mr. Joyce has studied the feasibility of placing the broadcasting operations of all departments at one location.

The Police Department has its communications system at 850 Bryant Street and we feel that it is not within a protected area. This system could be eliminated with very little effort as it is not confined within a protected area.

The Fire Alarm System is located in Jefferson Square Park and could be silenced without any real effort by one wishing to do so.

Mr. Joyce suggested, and we concur, that the three systems could be better protected by moving them to a central location. It has been suggested that the communications system should be located in an underground facility in the Twin Peaks area.

We found the Disaster Corps unit could be operated in an emergency, if it were housed in an underground unit with the Fire Department and the Police Department Communications units.

This new plan would mean money and we suggest that the Board of Supervisors should make a complete study.

We report that Mr. Edward P. Joyce is running a very efficient department and compliment him.

FIRE DEPARTMENT

The Committee met with the Chief, his staff and the Commission.

We find that Chief Keith Calden and Deputy Chief Clarence G. Rosenstock are most cooperative with the Grand Jury.

FIRE DEPARTMENT (continued)

The Fire Department needs to replace some of the out-dated equipment and have placed their requests in the past budgets. The Mayor, his budget committee and the Board of Supervisors have eliminated most of the requests.

In order to bring the Department up to the highest standards, the following has been requested by the Chief of the Fire Department:

A budget increase to bring the Department up to the required equipment necessities and more personnel.

We suggest that the budget committee should make a survey of the request made by Chief Keith Calden and use their safety judgment instead of depriving the City of the protection that is the requirement of the citizens of the City and County of San Francisco.

We find that this Department is well organized and is run very efficiently under the guidance of Chief Calden and his assistant Deputy Chief Rosenstock.

It is apparent, due to the passage of the recent bond issue at the last election, that the replacement of the out-dated equipment will be rectified.

Jack Friedman

Timothy J. Twomey

George B. Gillin, Chairman

RECREATION AND PARK DEPARTMENT

The need for streamlining the Recreation and Park Department was recognized a year ago by the General Manager of the Department, Mr. Joseph Caverly. Two basic problems required correction: over-extension of facilities and operations without additional staff or budget support, and growth of the Department without adequate restructuring of its organizations. San Francisco's business community was approached to finance a study with the objective of increasing public service in a time of urban stress. The Blyth Zellerbach Committee, composed of leading corporation executives, agreed to help. The Planning Research Corporation was hired to conduct a survey of all recreation programs and to develop a proposed statement of goals and objectives for the Department. Eight key business executives were detached full-time from their firms for a six month period to form a Task Force, a "first" in the country of business assistance direct to a government department. The wide range of the Recreation and Park Department's services were thoroughly scrutinized for effectiveness.

The recommendations presented by the Task Force included, significantly, many that had been received from concerned staff members. In June of this year the Recreation and Park Commission at a special meeting passed a Resolution accepting with expressions of gratitude the so-called PLAN FOR ACTION. The Grand Jury endorses in principle the PLAN FOR ACTION and commends the public-spirited citizens who were responsible for it. While full implementation of the PLAN FOR ACTION is complex, often involving actions by other commissions, or policy-making bodies, much has already been done. The Grand Jury urges the further implementation of the excellent and thoughtful recommendations that follow:

A. Organizational Recommendations

1. Improvement of both park and recreation services: Nighttime watering of parks and golf courses, providing greater use during day hours. Mobile crews with radio intercommunication to maintain parks and structures. A priority system in auto repair shop.
2. Productivity of Personnel to be improved: Scheduled employee supervision and instruction, management training and planning, counseling and work evaluation.
3. Improve Security: Mini-motor Police bikes throughout Golden Gate Park and Ocean Beach. Installation

RECREATION AND PARK DEPARTMENT (continued)

of protective lighting. Encouragement of neighborhood cooperation in security observance.

4. Neighborhood recreation service and cooperation depends on recreation counselors' ability to provide the desired programs in the recreational centers. Division of city into four areas each with area supervisor directing and assisting senior recreation director working closely with police, churches, schools.
5. Recommend position of Operations Manager to relieve General Manager of daily operation of department's activities.
6. Establish separate golf division responsible for all phases of operation and course maintenance.
7. Negotiate with San Francisco Zoological Society to operate the Zoo under contract to the city. Clarify the Society's activities and relationships with Recreation and Park Department.
8. Budgetary procedures: Adopt departmental work program budgeting within line item budget. Require participation of departmental supervisors in budget planning.
9. Improve working relationships with other departments of city government, especially schools and police, public and private agencies, neighborhood groups, youth groups.
10. Increased revenue by increased fees and rentals, where possible, to be used for replacement of destroyed or lost equipment. The fees to be considered reimbursement, and not income.
11. Request Board of Supervisors for additional monies for additional personnel and supplies to maintain new grounds and structures turned over to the Department without increase in funds for their maintenance, i.e., Alcoa Park, Ferry Park. Assign responsibility to Department only where compatible with basic departmental objectives.

B. PROGRAM EVALUATION

In evaluation of the recreation program and services, emphasis in the Planning Research Corporation's Report was put on the excellence of many of the programs as

RECREATION AND PARK DEPARTMENT (continued)

well as the areas of weakness. "There is more right than wrong." The Grand Jury Committee concurs with this analysis. Extensive and varied programs, ranging from band and opera concerts to athletic events, parades, recreation for special age and interest groups are available for practically everyone. To mention a few:

During the summer two portable swimming pools were inaugurated, additional neighborhood miniparks brought the number completed to 20, with a total of all city parks at 120. This number includes the new Mary Margaret Casey Center and George Christopher Recreation Center, the amphitheater and tennis courts at McLaren Park. Adaptation of Candlestick Park for football as well as baseball was accomplished. The Junior Museum experienced another active year with increased attendance at classes on science related subjects and arts and crafts. All facilities such as the Arboretum, the Photography Center, Camp Mather in the High Sierra and others expanded their programs and served more members of the community.

SPECIFIC RECOMMENDATIONS by Planning Research Corporation

Specific Recommendations were made concerning Athletics and Sports, Programs for the Handicapped, Senior Citizens, Tiny Tots, the involvement of youth in Drama and Dance activities, improved facilities and equipment in the field of Arts and Crafts, the expansion of neighborhood music programs.

The Recreation and Park Department has a current budget of 15 million. Applications for federal and state grants supplement the city's appropriation.

This year has seen the establishment of a non-profit support group, "Friends of Recreation and Park", to develop wide public involvement and financial assistance to the department.

The Recreation and Park Commission, Mr. Caverly, and his staff are to be highly commended for the excellence of their performance in a variety of fields. Letters of appreciation from grateful citizens attest to the public's recognition of their efforts.

CITY PLANNING DEPARTMENT

I ADMINISTRATION

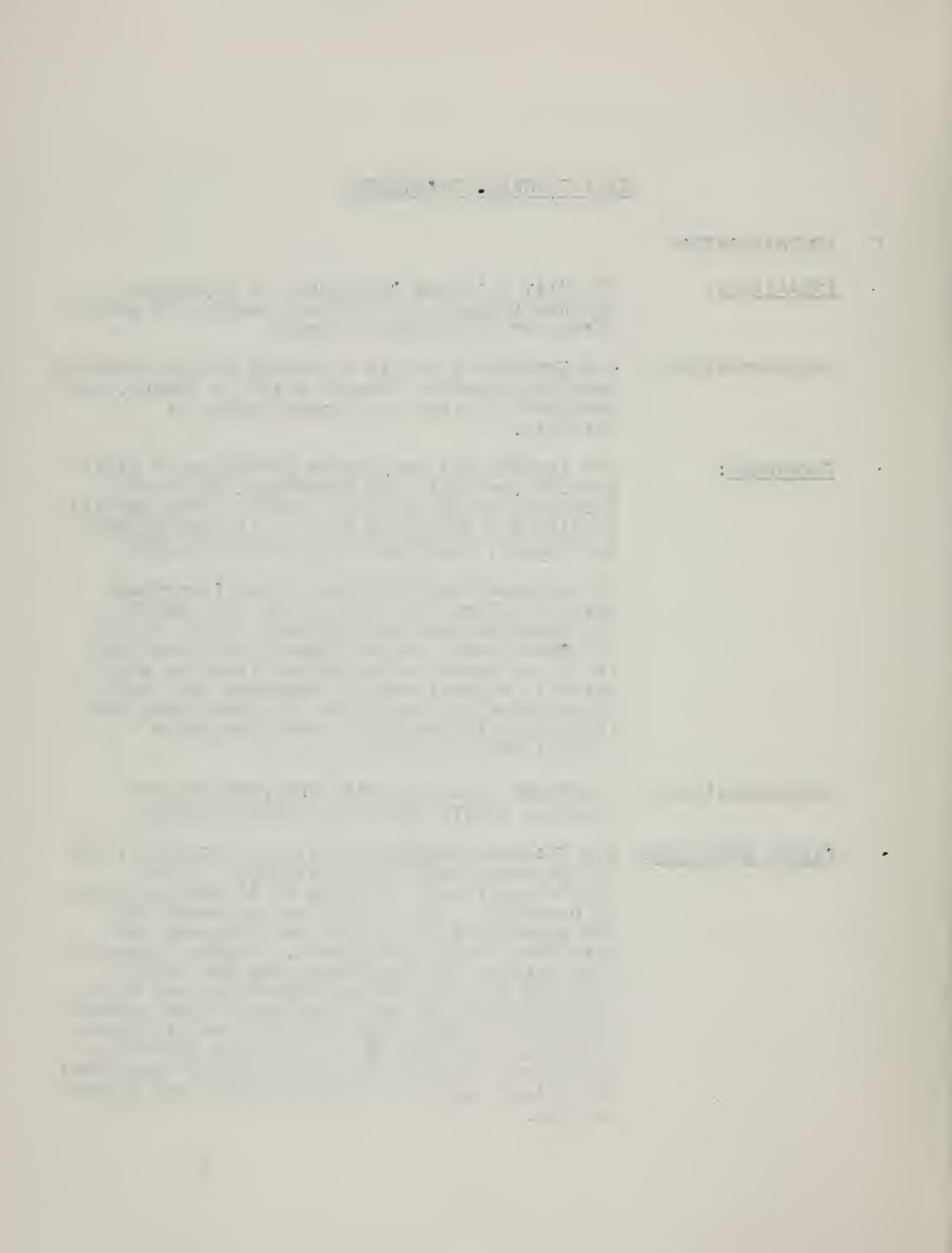
Facilities: The City Planning Department is physically divided between two offices, namely 100 Larkin Street and 1212 Market Street.

Recommendation: The Department should be housed at one location, preferably Market Street, which is larger, for greater efficiency and coordination of services.

Personnel: The lengthy and cumbersome procedure of civil service restricts the department in hiring employees on an immediacy basis. When special studies are requested by the City or Federal Government, the Department is shorthanded. The professional planners in the Department turn out fine, technical work. Mr. Jacobs, the conscientious and dedicated Director of the Department, drives himself very hard and is apt to expect equal effort from his staff. There is a great deal of overtime work with no overtime pay for those in supervisory positions, and the amount of work prohibits compensatory time-off.

Recommendation: Increased clerical staff and professional planning staff, through increased budget.

Public Relations: The Planning Department is, and should be, one of the more "visible" departments in the City's government, dealing as it does with use of property. The citizen is concerned with the determined use of his own property and with that of his neighbors'. Better communication between the Department and the public would be possible if the Department was able to disseminate accurate and up-to-date information on zoning regulations, etc., at all times. Presently, the Reproduction Bureau prints all of the City Planning Department's informational bulletins. With a heavy work load, the Bureau is slow.



CITY PLANNING DEPARTMENT (continued)

Recommendation: The City Planning Department should have its own reproduction facilities to enable it to fulfill its required function of supplying up-to-date material to the public.

Additional funds should be allocated for postage and official advertisements.

II CAPITAL IMPROVEMENT PROGRAM

It is the responsibility of the City Planning Department to prepare, on consultation with all City departments, the annual Capital Improvement Program, projected for six years. Once again this year, the demands were increased and a much lesser amount appropriated by the Advisory Committee and the Mayor. At a time when all urban centers are searching for maintenance funds, capital improvements are low in priority. However, in a Memo to the Mayor from the Capital Improvement Advisory Committee in June 1971, it was stated "the city's physical plant cannot be adequately maintained with decreasing levels of appropriations" and "an adequately funded program of capital improvement is essential to the continuing vitality of the city".

Recommendation: Greater leadership on part of the City's administration in supporting bond propositions for needed capital improvements.

III MASTER PLAN

The year saw the presentation of the first three in a series of proposed revisions to the city's comprehensive plan, or Master Plan, as it is called in the San Francisco Charter.

1. The Improvement Plan for Residence

The Improvement Plan for Residence is a basic framework for discussion regarding housing issues with the assumption that the San Francisco resident population will not grow. It includes policy direction in regard to the location of public housing, code enforcement, density patterns, open occupancy, etc. It provides the city with a strong bargaining position with the Federal Government for

CITY PLANNING DEPARTMENT (continued)

financial assistance for housing and other community improvements. It recommends implementing the Plan by establishing escrow accounts, housing courts, and rehabilitation.

2. The Urban Design Plan

The Urban Design Plan, paid for by the Federal Government and the City at a cost of \$272,000. was composed in an effort to halt the threatened beauty of San Francisco through unrestricted building, and instead to set guidelines for the size, bulk, and placement of desired construction. To quote the Planning Director, Mr. Allan Jacobs, "the Urban Design Plan is concerned both with development and with preservation. It is a concerted effort to recognize the positive attributes of the City, to enhance and conserve those attributes, and to improve the living environment where it is less than satisfactory. The Plan is a definition of quality, and a definition based upon human needs.

In addition, Mr. Jacobs and the Planning Department staff have made recommendations for the Implementation of the Plan.

3. Improvement Plan for Transportation

The proposed Plan for Transportation formulates objectives and policies in guiding transportation development. The latest of the plans, it is presented for public review and discussion. It is intended to assist citizens and officials in evaluating transportation improvements for their social and economic potential and for their impact on the physical environment. Increased commuter transportation is presumed, assuming continued decline in resident population, and increase in City office employment. Greater emphasis by the Federal and State Governments on mass transit financing is anticipated.

The Grand Jury applauds the worthy efforts of the City Planning Department, and of the Planning Commission that encouraged comprehensive study. Objectives and policies must be established to delineate where the City is and where it wishes to be.

CITY PLANNING DEPARTMENT (continued)

The Grand Jury can make no recommendation that has not been discussed by persons of greater professional expertise, though individual opinions may differ from some advocated in the published reports so far.

The continued pressure for development brought defeat to the Urban Design Plan on its first test before the Commission, barely a week after that body had approved the Plan.

A recommendation, therefore, may be made that applications for conditional use be judged on the regulations actually existing at the time of consideration by the Commission and not on regulations existing at the time of filing of application, which could be just prior to an important change. Just-under-the-wire applications have resulted in the City having a number of unpopular structures.

IV THE PORT

The Planning Commission and the Port Commission are meeting together to work out commercial and recreational uses and facilities on the waterfront. San Francisco citizens have shown themselves against skyscraper construction on the water's edge, and they are probably equally determined not to permit a maritime parkway offshore. Ad hoc citizens' advisory groups make recommendations which would be well to heed, as public acceptance is important to the success of area development.

V THE COMMISSION

The Planning Commission is composed of faithful and conscientious members, frequently called upon to demonstrate the judgment of Solomons and the patience of Jobs. Besides their regularly scheduled weekly commission meetings, subcommittee meetings are regularly held.

The wisdom of including ex-officio members from the office of the Chief Administrative Officer and the Public Utilities Commission in the Planning Commission is questioned. It is recommended that future Grand Juries consider the elimination of ex-officio members.

Walter Duncan, Jr.
Timothy J. Twomey
Mrs. Diantha M. Nielsen, Chairman

SUPERIOR COURT

The Superior Court is facing the problems of an increased crime rate, greater length of trials due to recent Supreme Court decisions, and a need for legislative change to assist the judiciary.

Nevertheless, Judge Francis McCarty, Presiding Judge of the Superior Court, has tried to expedite procedure by utilizing a master criminal calendar and by adopting the "mini jury" system whereby eight jury members are seated in civil cases rather than the normal twelve, pursuant to stipulation of the parties. His attempts to clear the court calendar have been thwarted by the lack of space he has available. It is regrettable that the citizenry did not approve the adoption of the proposition that would have provided for new courtrooms.

The need for additional space cannot be emphasized enough. Currently, the Superior Court is made to meet in rooms too inadequate in number. The result is that there has been and will be a continuous backlog that will not be met.

With the addition of two new Superior Court Judges, the problem of manpower has been relieved somewhat. But again, any addition of personnel means nothing if there is not sufficient space for these courts to meet.

We would like to commend those Judges now sitting on the Superior Court for their work. But we also believe we are voicing their requests for additional space in an attempt to clear the calendar which faces them.

JUVENILE COURT - YOUTH GUIDANCE CENTER

The staffing pattern of the Juvenile Court Administration should be re-classified and brought up-to-date to be in line with modern trends of delinquency treatment and prevention. There is a lack of middle-management staff positions on the Senior Probation Officer level. There should be a permanent position of staff training officer. A delinquency prevention coordinator should be developed for school and community services. A staff position for foster home licensing should be provided to develop placement facilities in the local community for children at the court.

The physical structure of the Youth Guidance Center should be revamped to meet the needs of the children, staff, and the

JUVENILE COURT - YOUTH GUIDANCE CENTER (continued)

Juvenile Court Judge. Present facilities make possible escapes from the courtroom, as well as other offices and do not provide for security of disturbed children when under examination by the physician or the dentist when such services are required.

Modern Electronic Data Processing should be utilized in the operation of the court. There are extensive facilities now in the City Hall that could be tied in with programming to assist the Juvenile Court.

Consideration should be made to assist the Chief Probation Officer in the development of planning to make possible appointments of his own administrative secretary and top administrative staff. Almost all departments in the City make provision for this type of planning and the Juvenile justice system should be no exception. This would require a change in the Charter and should be pursued by the Juvenile Justice Commission.

The Grand Jury recommends that those line items in the Department of Public Works and Juvenile Court budget that have to do with building maintenance reflect a most legitimate and pressing need and should be implemented.

The classification survey conducted by the Civil Service Commission and adopted on July 1, 1971 resulted in numerical strengthening of the staff involved in "line supervision." The failure of the Civil Service Commission to provide examinations for these positions has resulted in an acute morale problem.

We recommend and urge the Civil Service Commission to provide examinations for all Juvenile Hall positions.

This committee recommends the taking down of the unsightly barbed wire, as it is obsolete, and install hardware cloth in areas where it is not already being used. The cost is minimal. This type of fencing maintains a custodial factor and provides adequate detention.

We also recommend that the minimum of three Assistant District Attorneys be assigned to aid the Juvenile Court Probation Department in the evaluation and presentation of delinquency matters before the court.

This is necessary as the minors are now entitled to a hearing, in which they have the same legal protection as does an adult charged with crime, with the exception of a jury trial.

The problems that plague most correctional facilities can be found in the Youth Guidance Center. The present staff should be commended for working around and with most of these problems such as the ever-increasing need for financial aid and the increasing work

JUVENILE COURT - YOUTH GUIDANCE CENTER (continued)

load created by accelerated processing.

The two honorary camp schools for boys are to be commended as well run and well supervised facilities. Within their means they provide excellent teaching and counseling.

Under no circumstances does this committee feel that the program at the Log Cabin Ranch School or the Hidden Valley Ranch School should be discontinued.

The most prominent of the problems that confront the Youth Guidance facilities is the need for more qualified staff. Since the problems of many youths are essentially non-criminal, the importance for a ready and able staff is critical.

Overall, those people working within and for the youth guidance facilities have completed an admirable task in both contending with these problems and in dealing with the frustrations caused by these problems. It is our hope that their requests can soon be met with gratification.

ADULT PROBATION DEPARTMENT

With the help of new data processing procedures the Adult Probation Department, under the supervision of Mr. Warren Jenkins, Chief Adult Probation Officer, has made inroads into the problems which face the department. When considering these problems, however, it is plainly clear that more probation personnel are needed in order to complete the tasks which are present.

Besides handling cases where probation has been prescribed by the court, the department also handles and is responsible for the collection of fines, the collection of money in restitution and the collection of moneys from absent fathers. This workload naturally calls for a large staff in both supervisory and casework capacities.

At present the department is working admirably to handle the tremendous workload given them. In reality, however, this caseload is too large and the need for more qualified personnel is imperative. As Mr. Jenkins has stated: "Caseloads are still increasing and the vast majority of those placed on probation are going unsupervised."

Since probation is basically a rehabilitation program, it is the recommendation of this committee that additional staff as well as sufficient moneys be made available to the department to institute

ADULT PROBATION DEPARTMENT (continued)

and maintain the forward-looking programs needed for the accomplishment of their task.

MUNICIPAL COURT

The many problems which face the Municipal Court in terms of space and time have found new solutions in the last year. Under the guidance of the Presiding Judge, Gerald J. O'Gara, the Clerk and Secretary to the Judges, Bruno B. Fardin, and the Jury Commissioner, Daniel F. Donohue, new procedures have been introduced and tested in order to produce a more expeditious and efficient court.

The Municipal Court has been experimenting with what is termed as a "mini jury" which calls for a jury of eight members. This means that the time of trial is shortened in time. Naturally, this type of jury is more readily accepted by both defense and prosecution in civil trials; the twelve-man jury is normally demanded in criminal trials. In the trials where an eight-man jury has been utilized the result has been accepted as a success by both sides.

Judge O'Gara has also been hampered in his attempts to make the court more efficient by the lack of space and courtrooms. In the civil division there is no adequate space for lawyer to meet with client. Even though there are now more Judges, the lack of space precludes any efficient expedition of court cases.

The problem of space can only be determined when one also considers that the Municipal Court handles cases ranging from alcohol addiction to traffic fines. With this in mind, the need for more court space becomes imperative.

Even though the court is now initiating new and excellent programs, the lack of space could very well preclude the accomplishment of these programs.

LAW LIBRARY

Under the direction of Librarian Harold E. Rowe, the Law Library has once again served the legal profession commendably. As the number of volumes within the library increases, its ability to

LAW LIBRARY (continued)

provide resources for research in law and legal matters grows commensurately larger.

As is true with most court facilities, the Law Library must have more space. At present there are many volumes unshelved for lack of space.

WALTER DUNCAN, JR.

EDWARD R. SHERWOOD

DANIEL J. O'HARA, Jr., Chairman

BOARD OF SUPERVISORS

The Supervisors conduct the City's business in cramped quarters. They, who authorize the construction of offices and conference rooms for the departments of the City government, have windowless cubbyholes and no common meeting room, other than the Chambers. Administrative assistants for each Supervisor have no separate office and must take turns in using the small room to answer the Supervisor's mail and research legal problems. The amount of clerical and stenographic work has increased over the years, but the same number of staff is employed as before. There would be no room at present for them if more were hired.

There is a proposal that the Supervisors take over rooms north of the Supervisors' Chambers on the second floor, finding other accommodations for the present occupants. Certainly, more space is needed.

The Supervisors have a heavy work load and put in approximately a forty-hour week, although the job is considered part-time. The members of the Board serve on at least three Standing Committees, as well as on extra governmental bodies, such as ABAG and BAAFCM. The weekly Board meeting may last a number of hours. Their salary is \$9,600, which in all probability does not meet their expenses. One of the Supervisors remarked, "All of us lose money."

Proposals for a full time Board, and for a 7 or 9 member Board are frequently made, and with a commensurate salary of from \$30,000 to \$33,000. Change in the manner of election is also proposed more and more frequently. Neighborhood branch offices for Supervisors would bring the Board members closer to community involvement. The Grand Jury strongly recommends the above.

Mr. Dolan, the Clerk of the Board, intelligent and knowledgeable, will retire in three years, as will his assistant. Although the position is in Civil Service, it would be well if the Clerk was appointed by the Board, as this role is extremely important to the functioning of the legislative branch of City government. An inefficient Clerk would be a severe detriment, if he could not be removed from office.

Every department in the City must come to the Board for its operating expenses, and the Board must find the money to support them. Largely because of the efforts of the Finance Committee, which attempted to minimize expenditures while finding other sources of revenue, the tax rate dropped 9 cents this year. To accomplish this, a sewer tax was passed and businesses are paying higher taxes to offset the fact that less money is coming from the state and federal

BOARD OF SUPERVISORS (continued)

governments and there was a \$10 million raise in City salaries. Out of a budget of \$711 million, \$270 million comes from ad valorem taxes, the balance from state and federal subventions, licenses, fines, etc., and public service enterprises.

During the year, 1200 pieces of legislation were passed by the Board of Supervisors. Proposed legislation is usually presented by the Chairman of a Committee to the full Board, and the subject material ranges from traffic regulations and street closings to the budget. The Board also hears appeals from City Planning Commission decisions.

A change in the budget system from line item to one that might be either a performance or program budget has been urged for a number of years. The present cumbersome method is based on an attempt to assure exact accounting rather than to provide smooth functioning of government. A charter change is necessary.

The present Board of Supervisors is conscientious and of high quality. It is generally responsive to the City's needs as far as the Charter and the available financial resources will permit.

William S. Corvin

Mrs. Diantha M. Nielsen

Harry E. Horn, Chairman



BOARD OF EDUCATION

The word "education" comes from the Latin word "educo", meaning to lead out or draw out. The Committee, after meetings with both administrators and members of the Board of Education, is still asking the question - what does a high school diploma mean? Even Dr. Shaheen could not adequately answer the question.

It seems inconceivable and appalling to the Committee that a major educational system has not laid down some basic academic achievement to be met before a high school diploma is issued. It appears that the only standard now in effect is that the student attend a certain required minimum number of classes each year, for a specified number of years. The system does not concern itself with the proposition whether the student sits in class as an inert mass and learns by a process of osmosis, or whether he really applies himself by participating, studying, asking questions and eventually mastering the techniques to reason logically, analyze and synthesize.

In order to illustrate the point that their system is content to go through the motions of instructing and not really drawing the students out of their bliss of ignorance and leading them to the heights of intellectual achievement, we cite the problem of students cutting classes with impunity. When one starts comparing the figures in the senior high schools of active enrollment in October to the average daily attendance he finds a growing disparity increasing each year at an accelerating rate, starting with 1964.

In 1964 the difference of average enrollment to average daily attendance was 115; in 1969 the difference was 2,923. In other words, 2,923 students in an average day were not present in class out of a total senior high school population of 18,723. This same phenomenon exists in the junior high schools.

As further evidence of the deterioration of the effectiveness of the senior high schools, one has only to be in the vicinity of any of our high schools such as Mission or Polytechnic and see the scores upon scores of students loitering around the parks, coffee shops, or around the school buildings while classes are in session.

The Committee wonders what is being done to correct this grievous situation. This is not unique to San Francisco. Educators have said there is a general revolt among students. Changes in social behavior and mores have contributed to and have accelerated the drop-out factor. Society must come to grasps and correct this trend. Our goal must be to encourage a desire for learning.

BOARD OF EDUCATION (continued)

Another basic question that must be answered is, "Why can't Johnny read?" The San Francisco Chronicle recently carried on page one the article, "San Francisco, Oakland Fail in Reading Tests."

In response to the conclusion drawn that the results of the 1970-71 statewide tests continue to show that despite higher teacher salaries and high taxes, large cities cannot produce the achievement levels of their suburban neighbors; Alex Law, Chief of Program Evaluation in the State Department of Education, stated this is because of other factors now inherent in large city schools - a high index of poverty, large minority enrollment, a high mobility rate, and generally lower IQ average.

The Committee feels that these factors are not to be considered as obstacles that cannot be overcome. These factors must be studied and understood. Methods of pedagogy, lower ratio of students to teachers, stricter disciplinary measures have to be scrutinized and evaluated.

We are not educators. We feel that the experts should come up with the solution, implement the necessary changes and produce such a radical result that reading, spelling, language and mathematics scores in San Francisco will equal those of our suburban neighbors.

The educational system must be geared to fit the child, no matter what cultural background he comes from. As it is now, the child either adapts himself to the system or fails.

In the past where new systems have been adopted, the old has been completely discarded rather than merging what is good in the old with the new. As an example, in some school systems new math was adopted because of its emphasis on understanding the operations in mathematics but memory was discarded.

In our generation, sight reading became the method and phonics were completely thrown out so that we have a whole generation of adults that cannot spell. Sight reading should have been integrated with phonics. Both are necessary.

It is common knowledge that many outstanding teachers ignore the decrees coming forth from on high out of the ivory towers of the school administration. These teachers improvise to the needs of the children. Yet many of these teachers have to play the game of conforming, while sneaking around the backs of the administrators.

Programs should be jointly determined by the teachers and principals at the individual school in conjunction with the experts in the respective fields. The parents must be brought into these deliberations. Their opinions must be sought and the programs thoroughly explained.

BOARD OF EDUCATION (continued)

School administration must get away from a line command concept and instead become more of a staff function. The school system should decentralize.

Examining the salary structure for teachers, one finds that advancement through a score of incremental steps is based upon completion of courses taken in evening and summer colleges. There is no reward for the teacher who gets results. A teacher could devote all time and energy in raising the level in reading for a class a whole grade or better, and get no recognition either monetarily or promotionwise, whereas another teacher who plays the game and does not significantly change the grade level would advance solely by taking various courses.

The Board is currently considering the creation of councils. The zone councils are to be recognized by the Board as the primary spokesmen for the zones and schools which each respectively represents, and each is charged with the responsibility of advising and assisting the Board in making and effectuating policy in all matters concerning the zones and schools, including, but not limited to curriculum, personnel, building and grounds and budgeting matters.

What we do not need is another layer in the hierarchy of the school system. One of the main disadvantages is that all decisions are made at the top and filter their way down.

What is needed is to bring the parent and child directly to the individual school. Teachers and principals should be given greater flexibility in determining methods of teaching, even to changing the curriculum, for example more time spent in reading if so determined, and less in social sciences.

To accomplish greater liaison of teacher to parent and pupil, we recommend that when report cards are given out, each teacher will have an individual conference with both the pupil and his parents. Thereby the three most important elements, namely the teacher, parents and pupil can be brought together. Problems can be discussed, solutions and a plan of action can be formulated. In this way, the educational process takes place not only in school, but most importantly at home.

The Board of Education and administration must lead and inspire. They must relinquish more authority and responsibility to the level where the action is - namely the individual school. The Board and administration must set the goals and guidelines; it is then the responsibility of the teacher and school principal to jointly accomplish these goals, provided they are given the needed authority. The school administration must additionally provide the materials, additional personnel and audio-visual aides that those at the individual schools consider necessary in order to accomplish these goals.

BOARD OF EDUCATION (continued)

San Francisco is made up of many different and divergent minority communities. They do not want to be treated as second-class citizens. For San Francisco to be content in matching dollar per capita expenditures equal to the suburban school systems will be to create a second-class school system. We have greater obstacles to overcome; this means more money, more time, and more effort. Our objective must be that the product of our educational system must be in intellectual and academic achievement equal to the product of the suburban school system. The City of Berkeley has done a far better job than San Francisco. Why can't San Francisco? The cost will be higher. Taxes will have to be increased.

We cannot let false economy determine our policies. If we fail to produce a first-class educational system, we will suffer later by having to spend much more in police and welfare expenditures. The failures of the academic system feed the ranks of the criminals and welfare recipients.

San Francisco has lost many factories and warehouses. Unskilled and semiskilled jobs are ever shrinking. San Francisco is now a predominantly commercial, investment, financial and corporate center. The child in a primary school today must prepare himself to take his place in our ever-changing economic society. This changing economic society is creating more white collar jobs, while it destroys blue collar jobs.

This is the challenge. Throughout the country there is an upheaval in educational institutions. The dissatisfaction in San Francisco with the Board of Education and with the Superintendent is primarily a reflection of this disturbance. Statewide funds are being cut from public colleges and universities, so one should not be surprised at the loss of the bond issues. Denying funds to schools is not the answer to the demand for quality education.

San Francisco is known as the City that knows how. Let us get to the task of proving that a central core city can overcome the challenges and produce a first-class educational system.

Irwin Cheim

Mrs. Diantha M. Nielsen

Timothy J. Twomey, Chairman

DEPARTMENT OF FINANCE AND RECORDS

The Director of Finance and Records Virgil L. Elliott, with the approval of the Chief Administrative Officer, has charge of and is responsible for the proper administration of the offices within the Department of Finance and Records. These offices are: County Clerk-Recorder, Records Center, Registrar of Voters, Public Administrator-Public Guardian, and Tax Collector. He is also the appointing officer for the personnel in these offices.

In addition the heads of the Departments of Weights and Measures and of Agriculture, which includes the Farmer's Market, report to the Director of Finance and Records. The Director also performs other assignments in a staff capacity for the Chief Administrative Officer including preparation of a report on San Francisco's Revenue Program.

The investigation of this Department gave our Committee an insight into the inner workings of our City and County Government. Following are reports of these various departments.

DEPARTMENT OF AGRICULTURE

This Department is responsible for the enforcement of all State laws, rules, and regulations pertaining to agriculture. Its general purpose and responsibilities are to promote and protect the agricultural industry, protect and benefit both the grower and the consumer by enforcing the provisions of the Agricultural Code, and to promote and protect the health and welfare of our citizens.

This Department inspects fruits, vegetables, eggs, nuts, and honey in both wholesale and retail establishments. Inspections are also made at nurseries, seed firms, apiaries, post offices, express and freight terminals in order to detect plant diseases and insect pests, and to enforce the plant quarantine requirements.

This Department's staff consists of nine employees. The very able Agricultural Commissioner, Mr. Raymond L. Bozzini, a senior inspector, a clerk-typist, and six inspectors.

At present this Department is seeking new quarters as the quarters presently occupied will no longer be available. A large building on Third Street is presently being considered and would

DEPARTMENT OF AGRICULTURE (continued)

house, if acquired, not only this Department but also the Sealer of Weights and Measures, the Registrar of Voters, and the Records Center. Our Committee agrees a new site large enough to house various departments is wise, necessary, and will prove beneficial to San Francisco.

THE FARMERS' MARKET: The Farmers' Market is managed by Frank J. O'Connell and is under the jurisdiction of the Agricultural Commissioner. Originally opened on August 12, 1943, it has operated at its present site on Alemany Boulevard since 1947. It has provided an outlet to farmers and enabled many San Franciscans to purchase agricultural products economically. Over the years it has proved so successful that capital improvements have been overpaid by \$100,000.00 thus far.

Our Committee feels that because of the success and the necessity of this Market that the Market be provided the necessary funds to enable it to perform the following badly needed projects:

1. Painting the interior of the Administration Building, which will prevent deterioration of the walls and woodwork.
2. Post holes and the use of removable posts at each end of the main drive would aid in the safe control of traffic when it is expedient to close the main drive to traffic. These posts would also prevent use of the main drive when the Market is closed.
3. Repair the cyclone fence which prevents people from entering the Market at other than proper entrances. The cyclone fence and the fence posts need repair to keep the Market safe and to efficiently control the entrance and exit of people who use the Market.
4. Traffic striping is urgently needed. The existing crosswalk clearance line and parking lane striping throughout the Market is worn so that it is partly obliterated. This condition is leading to haphazard parking and the resultant loss of traffic control, and is a hazard to both motorists and pedestrians.
5. Several wooden partitions between the stalls are rotting at their base and should be replaced to prevent injury, as their present condition is dangerous.
6. Painting of stalls: wooden partitions between the stalls and all wooden surfaces at the stall spaces need painting.

DEPARTMENT OF AGRICULTURE (continued)

7. Security when Market is closed: floodlights on lighting poles at each end of the Market would aid in keeping the Market secure at night. Uniform backing to enclose the rear of each stall would aid in preventing pilferage when the Market is closed.

In addition to the above projects there is also a need for a free standing sign. These very badly needed projects had been requested last year and as yet no funds have been provided for any of these projects.

Our Committee feels a neat, clean, and secure Market will prove beneficial and profitable to San Francisco.

REGISTRAR OF VOTERS

This Department located in City Hall has charge of the registration of voters and conducting of elections. A permanent staff of 23 is supplemented by temporary workers averaging 125 weekly during registration and mailing periods prior to election. In the month prior to an election and the two weeks following, approximately 40 machine servicemen are employed and on election day about 4,100 precinct election officials are employed.

During the past few elections this Department has experienced difficulties in obtaining the 4,100 election officers required, but it is hoped that the increased pay rates for election officers will somewhat alleviate this problem. It is also expected that upon the completion of re-apportionment this year a reduction in the number of precincts will further relieve the staffing problem.

Section 183 of the Charter allows proponents of initiative measures or opponents of any local measure to present arguments to the Registrar not later than 35 days prior to an election. It has been recommended that this should be increased to a 45 day limit.

Our Committee agrees that this change would improve the efficiencies of this Department and would substantially lower the costs of conducting an election, and would allow voters additional time to analyze various local and state measures to be voted upon.

It was pointed out to our Committee by Registrar Emmery Mihaly that the voting machines should be replaced as they are now some 50 years old and are physically falling apart. To replace these old machines with new, supposedly fool-proof, machines will cost about 3.5 million dollars. We believe the real advantage to new,

REGISTRAR OF VOTERS (continued)

modern voting machines is that you eliminate the human element, since the machines print-out the starting number on the counters as well as the ending number, which eliminates any possible errors in transpositions.

We agree that these machines should be obtained through purchase or lease, as soon as possible so that the City and County of San Francisco will have the fastest and most accurate tallying of votes possible, plus achieving economies by reducing the maintenance cost on the present equipment.

SEALER OF WEIGHTS AND MEASURES

This Department established in 1915 has functioned smoothly over the years and during the past eighteen months has been ably managed by William Petry, a senior inspector acting as Sealer. In addition to the Sealer the Department's staff consists of a senior inspector, a senior clerk typist, and six inspectors with offices presently in the basement of City Hall.

The primary function of this Department is to safeguard the consuming public by insuring the accuracy of commercially used weighing and measuring devices, as well as checking the weights of packaged goods sold commercially in San Francisco.

During 1969 and 1970 two matters were brought before the Governmental Services Committee of the Board of Supervisors involving this Department. One, a proposal to merge the Weights and Measures and the Agriculture Departments was tabled. The other, still not decided, was a plan to add a consumers affairs function to this Department.

Our Committee feels both these matters should be acted on and implemented as soon as possible. We feel the merging of these Departments will provide economies which can then be used to provide further consumer protection.

A state survey report has recommended moving the Weights and Measures Office from City Hall to a more suitable location and that such a move should include provisions for a laboratory testing facility, storage and parking facilities for automotive equipment and additional equipment.

Our Committee feels that due to the dire needs for additional funds by many City Departments that this Department should

SEALER OF WEIGHTS AND MEASURES (continued)

first wait to see if it is to be merged, and then determine needs which may include the additional requirements of a Consumers' Affairs Department.

The 1970 Grand Jury Report recommended that 120,000 pamphlets costing approximately \$1,500.00 be printed and distributed along with Water Department invoice mailings. These pamphlets were to describe to the citizens of San Francisco the services of this Department. Our Committee agrees particularly due to the low cost involved, and due to the fact that the distribution of such informative literature is standard procedure in most of the Counties of California and that this be implemented during 1972.

TAX COLLECTOR

This Department under the able management of Mr. Thad Brown is responsible for the collection of the following fees and taxes; real property taxes, secured personal property taxes, unsecured personal property taxes, uniform sales and purchase tax, parking meters, licences, business tax, and other miscellaneous fees and taxes.

During the year 1969-70 this office collected better than \$297,000,000.00, which was an increase of some \$47,000,000.00 over the year 1968-69. The Business Tax Ordinance which went into effect on October 1, 1968, produced \$7,926,000.00 for the year 1969-70 and it is estimated that \$8,000,000.00 will be collected annually.

During 1970-71 partial conversion to data processing was implemented and full conversion to data processing is expected during 1971-72.

With the passage of the Business Tax Ordinance the Tax Collector's staff was increased by 42 positions and as a result the Tax Collector's office is cramped for space. During the year, however, steps have been taken to remodel the office and to make maximum use of the space available. Mr. Brown indicated to our Committee that unless new tax measures are enacted for the City and County that the present staff is sufficient.

During November of this year Mr. Harvey M. Rose, Budget Analyst to the Board of Supervisors, made certain allegations against the Tax Collector's office; namely, that the City is losing \$304,000. annually because it takes the Tax Collector up to 35 days to transmit to the Treasurer monies collected from real estate payments. Our Committee recently discussed this matter with Mr. Thad Brown, Tax Collector, and we were assured that all steps would be taken to

TAX COLLECTOR (continued)

materially speed the flow of funds to the Treasurer's office.

Mr. Brown indicated that the procedure by which his office collects real property taxes and deposits the monies with the Treasurer was in existence as far back as the present Treasurer and the Cashier in the Tax Collector's office can remember. He indicated to our Committee that he will submit an emergency supplemental appropriation request to the Mayor for funds so that he can put on a night time crew during the height of the real estate tax collection season. This should cut down on the time necessary to process the returns so that the money may be utilized sooner by the City and County.

Another procedure which has existed for many years in this Department is the practice of depositing these real estate payments in a bank for a period of eight days until they are cleared and are then transferred to the Treasurer's office. Regarding this matter Mr. Brown indicated he has begun inquiry with several banks of alternatives to the eight day check clearance period. On the basis of preliminary replies received so far, Mr. Brown feels that this eight day period can be materially reduced. Our Committee believes the steps taken by Mr. Brown to speed the transfer of funds from his office to the Treasurer's office will eliminate this problem and will result in a savings for the City and County of San Francisco.

Mrs. Lois DeCayette

Harry E. Horn

Elmo Mugnani, Chairman

BOARD OF PERMIT APPEALS

The major function of the Board of Permit Appeals is the acceptance and hearing of appeals from administrative decisions involving the granting or denial of permits or licenses by the Department of Public Works, City Planning, Health, Fire and Police Departments.

Regular meetings are held every Monday at 2:00 p.m. in Room 228, City Hall, at which time scheduled appellants appeal the respective departments' decisions. Most cases are decided at the first hearing, some at the second, and a few call for site inspections by the full Board.

During the fiscal year 1970-1971, approximately 400 appeals were filed with the department. The same were processed, heard and decided by the Board. This figure represents no increase from the previous year, which itself, however, was a 20 percent increase from the year before.

The Board of Permit Appeals is empowered to grant a denied permit or to deny a permit granted. In so granting or denying permits or licenses, the Board is either overruling or concurring with the lower administrative decision. The Board may modify or attach conditions to any of its decisions. This is in effect what occurs in approximately 35 percent of the appeals. In imposing conditions, the Board is offering equal or better alternatives than those specifically imposed by the respective Codes.

The property owner or permittee is advised of his right to appeal in most administrative decisions from the City Planning Department, Police Department, Fire Department and Health Department. However, there is not one single form of the Department of Public Works informing the property owner or permittee that he has a right to appeal. This information is only available if they check with the Inspector. We believe this attitude of the Department of Public Works to be improper.

For the first time since 1932, the staff of the Board has been more able to fully assist the property owners in the preparation of their appeals. Our Committee encourages the Board to continually upgrade their staff. At present, their two staff members have all the duties and responsibilities of operating a City department; they must as well fully assist in the daily filing of appeals.

William S. Corvin
Harry E. Horn
Alfred Gee, Chairman

PORt OF SAN FRANCISCO

The Port projects which were commented on by the Grand Juries of 1969 and 1970 are beginning to show real progress.

San Francisco continues to lead the Pacific Coast in number of ships calling at the Port, as well as in diversity of cargo-handling facilities. Both of these advantages continue to be as important to shippers and ship operators as they have always been.

Waterborne commerce flowing both ways through the Golden Gate is increasing in value at a much faster rate than elsewhere on the Pacific Coast.

A major accomplishment being brought to a successful conclusion is the construction of the LASH (Lighter Aboard Ship) Terminal in India Basin. Formerly it was considered that this was a 48-acre development, but the development itself is in fact larger. It consists of 50 acres of land area, 11.6 acres of lighter basin, and 4 acres of berthing facilities.

LASH vessels which will be housed at this site carry their own lighters, consisting of approximately 49 barges, each of which holds approximately 415 tons of cargo, and 334 20-foot containers. The first such ships have been in successful operation. The terminal has a heavy lift facility which provides for the removal of the barges in this, the home port, so that the barges can be painted, fumigated, repaired, etc. A crane or cranes will run along the 2-berth deep-water dock and assist the ship's gear in removing or loading containers. This area was produced principally with the revenue bond issue and is secured by a long-term lease with Pacific Far East Line, Inc. The area is expected to be fully operational by February 1, 1972, although there may be some occupancy of the administration building and other portions of the area prior to that date.

Immediately south of LASH, the Port secured permission from the Bay Conservation and Development Commission to create a 2-berth, 48-acre container facility. The outlines of the beginning of this facility can be observed now on the southerly side.

North of the LASH facility and immediately adjoining it, the Port has approximately 100 acres of filled land. It was for the production of this to a 4-berth container facility that the Port secured voter approval for a \$34 million bond issue this year. Even prior to the approval of the voters, the Port had commenced outlining its plans for the area, making soil tests, etc. The Port expects a lease for one-half of the area to be made public within the next few months. The other one-half of the area is likewise in great demand.

PORt OF SAN FRANCISCO (continued)

This year the Port has also completed the Grain Terminal which doubles the capacity of the Grain Terminal previously located on the premises, and automates the entire structure. The area of the Grain Terminal adjoins the 100 acres referred to above and is surrounded by a paved area which is used principally as a foreign automobile import depot. All of this is located across from Pier 80, which has been heavily utilized this past year.

The entire area has been referred to by the Port as its Multiport Complex, because it is intended to and will house all of the newest and most sophisticated ships and cargo handling equipment.

This year the Port also made a major improvement to Pier 50 by installing one of the largest and most sophisticated truck cranes in existence. The crane has a 150-foot boom, which can reach out 100 feet with a 30-ton load or 50 feet with an 80-ton load. Floats on widespread outriggers distribute weight for safe dock loading. The truck crane can travel on two sides of the dock and can be used for a variety of purposes in addition to the loading of containers. It has made Pier 50 an attractive pier, especially for combination container and break-bulk vessels and for fully containerized vessels. The crane is under lease to a stevedoring company, which pays the full cost of the crane over the 10-year lease period.

The Port area was considerably beautified this year by the removal of the burned-out structures at Pier 14. The outer end of Pier 7 has been made available to the public as a fishing pier.

This year, the Legislature has deleted the requirement that the City improve the Port property by \$100 million over the next 25 years. This was in keeping with the recommendations of previous Grand Juries. We recognize, however, that to fully modernize the Port, considerable sums of money have to be expended, but we agree that having such a requirement in the law was unwise.

This year also, the Legislature has deleted the two ex-officio Sacramento members, leaving a Port Commission of five members, each to be appointed by the Mayor. The Sacramento members were rarely able to attend Port Commission meetings.

The Port Commission's development of areas not required for Port use is at a complete standstill. This is principally the result of an Attorney General's opinion holding that replacement of San Francisco piers could not be used for housing commercial enterprises, such as office buildings, but such replacement piers could only be used for water-oriented projects, parks or playgrounds. The Port has filed a lawsuit against the Bay Conservation and Development Commission to test the validity of this opinion. That lawsuit is currently bogged down in legal technicalities. Until the lawsuit is resolved, it appears unlikely there will be any real commercial development.

FORT OF SAN FRANCISCO (continued)

The Port Commission continues to complain of the difficulty of using a line budget and recommends a budgeting procedure similar to that used by the State of California.

Difficulties in securing Civil Service examinations and in securing necessary employees continues to plague the Port operation. The Port assures us that none of these difficulties occurred under the state personnel procedures.

The Port has suffered severely this year from the strike of the ILWU, which resulted in closing down the Port for 101 days. This resulted in a loss of approximately \$1 million in projected revenues. To offset this loss, the Port has cut severely into its employment and, in addition, has placed most of its construction workers on a 4-day work week, resulting in a considerable pay decrease. The permanent employees cut from the Port's payroll have been placed in other City jobs. The Port has also done its best to secure other jobs for temporary employees cut from its payroll. In addition, the Port has delayed most of its authorized expenditures in the hope of being able to balance its tremendous losses. As of this time, it is impossible to ascertain whether the Port's income and expenditures will be in balance at the end of the fiscal year. Meanwhile, the strike settlement is not yet in sight and it is very unlikely that the Port can make up any losses in addition to those already suffered. Much of the Port's energy this year is devoted to attempting to alleviate the financial burden caused by the strike.

Our Committee praises Miriam E. Wolf, Port Director, and the members of the Port Commission for their fine work, and we recommend that they continue to maintain leadership in world commerce by providing the best Port facility and operational service obtainable.

William S. Corvin

Harry E. Horn

Alfred Gee, Chairman

PUBLIC DEFENDER

Section 33 of the Charter of the City and County of San Francisco directs the Public Defender, to immediately, upon the request of a defendant who is financially unable to employ counsel, or upon the order of the court, defend or give counsel or advice to any person charged with the commission of a crime.

Recent court decisions stating that equal rights includes equal protection, and this includes the right to counsel, have been fully supported by the Public Defender, Mr. Edward T. Mancuso, and his staff. Dedication to the principle of "equal justice under the law" is fully apparent, but this Committee feels some concern over Mr. Mancuso's endeavoring to make justice a reality under an increasingly heavy caseload, and in the need for more staffing that it requires to properly fulfill his duties and responsibilities.

An analysis of statistics released by the National Legal Aid and Defender Association indicates the cost per case for San Francisco was significantly lower than any other jurisdiction in the Bay Area. The cost per caseload suggests to this Committee that a serious overload situation may exist which could cause eventually less than "equal protection under the law" if allowed to continue. A case in point is Alameda County which has a lesser overall caseload than San Francisco. Several years ago both counties had an equal number of attorneys and investigators but Alameda County now has 61 attorneys and 10 investigators. San Francisco with a heavier caseload has 28 attorneys and 3 investigators.

During the last fiscal year, the Public Defender's Office represented in excess of 34,000 defendants charged with crime in addition to other duties and responsibilities of the office. There are few, if any, other areas of San Francisco government where, with a small additional cost, so much good could be done for the less fortunate citizens of our community and result in greater benefits for society as a whole.

Our Committee recommends that the Mayor and Board of Supervisors grant Mr. Mancuso's reasonable requests for additional staff, and also the two supplemental requests that are now pending. Further, this Committee commends Mr. Mancuso and his dedicated staff for the efficient and economical operation of the Public Defender's Office, and for continued dedication to "equal justice under the law" under difficult and trying work loads.

George B. Gillin

Dr. Thomas S. Wu

Jack Friedman, Chairman

PARKING AUTHORITY

San Francisco has two kinds of City-owned garages for which the Parking Authority is responsible.

1. There are nine garages, and four Parking Plazas, leased through non-profit corporations to private operators. An Operator's Agreement is adopted between the two contracting parties. Accumulated revenue is used to pay off the debt, services and operating expenses. On retirement of the debt, the City owns the garage. The Union Square Garage has paid off its debt and now rents from Recreation and Park Department at \$600,000 annually.
 - (a) City-owned garages are administered either through payment of a "management" fee to the operator by the Parking Authority; or
 - (b) They are managed by an arrangement to receive a percentage of the revenue, usually 70 to 90% of the gross, with a minimum guarantee.
2. The Parking Authority is responsible for establishing publicly supported off-street parking facilities in the neighborhoods, financed through fees received from parking meters. There are presently 21 of these with more projected. Overparking fines are collected by the Police and do not go to the Parking Authority.

Bicycle Parking:

Bicycle Parking was initiated at the Civic Center Plaza Garage at the request of the Parking Authority. There was need for a facility to shelter motorbikes and bicycles of students at Hastings College of the Law. To encourage the healthy exercise of bicycle riding, other City-owned garages are asked to install similar racks.

Sutter-Stockton Garage:

Approval has been given for the expansion of the Sutter-Stockton Garage, by the addition of 500 stalls, using property presently occupied by the Social Services Department.

Parking Tax:

A 25% tax is added to parking charges. While this tax

PARKING AUTHORITY (continued)

is profitable to the City, \$5,200,000 annually to the General Fund, the tax has been criticized since its initiation in October of 1970 by garage owners and operators and downtown merchants. They claim the tax is responsible for loss of customers and consequent revenue, and seek legislation to reduce the tax to 10% of the parking charge. Observance of the San Francisco downtown garages suggests that they are at maximum occupancy during shopping hours. A comparative examination of the San Francisco Municipal Parking Tax showing a full 12 months' experience indicates a decrease in income of \$214,033.50, or 3.44%, and a decrease in automobiles parked of 49,459, or 1.01%. It is possible that the downtown garages' loss is due, not entirely to the parking tax, but to the financial recession, and that public acceptance of the tax will come with the return of former business.

Meter Rates:

The disparity between parking meter rates and garage rates is considered too great. The installation of meters that would require 25¢ or more for limited parking in the downtown area would stimulate the use of more off-street parking.

Income:

The Parking Authority receives \$45,000 from the General Fund which provides for salaries of the three in staff, services and fixed charges.

Authority Meetings:

Meetings are usually held once a month. There are five members. Donald Magnin was reelected to the Chairmanship in January 1971.

Walter Duncan, Jr.

Timothy J. Twomey

Mrs. Diantha M. Nielsen, Chairman

HEALTH SERVICE SYSTEM

This department is responsible for the administration of the four health plans available to City employees. The four plans are:

- Plan I. City administered Health Plan plus Major Medical
- Plan II. Blue Cross Plan plus Major Medical
- Plan III. Kaiser Foundation
- Plan IV. Bay Medical Group plus Major Medical

Additional health plans may be considered provided at least 300 City employees desire it.

Since 1961 the Health Service System has been administered by the very capable Lyle J. O'Connell. He is assisted by a staff of 25 employees.

During the past year the budget for this department was \$438,000.00 including a \$150,000.00 charge from Data Processing. Mr. O'Connell indicated he was somewhat dissatisfied with the progress of implementing Data Processing and felt the yearly charge from Data Processing was too high. Mr. O'Connell indicated that, with the exception of some badly needed filing cabinets, the present staff, space and equipment was adequate to administer this department.

In addition, in accordance with Charter provisions, 6¢ per \$100 valuation of all real property in San Francisco on the tax role is contributed towards City employee health plans. Presently, the City's share of contributions toward the various plans amounts to 25% with City employees contributing an average of 75% for themselves and 100% for members of their families.

Health Service Board

This board consists of 7 members: 3 members elected by City employees, 3 members appointed by the Mayor, and the 7th member is the Chairman of the Finance Committee of the Board of Supervisors. Past Grand Juries have indicated that this 7th member's attendance at Health Service Board meetings was very poor. Our Committee inquired of this 7th member why her attendance was poor during the past year. We were told that usually the monthly meetings were routine and that more important Board of Supervisor matters were occurring and that it was her feeling that it would be more advantageous if the members of the Board of Supervisors could rotate as the 7th member of this Board.

Our Committee suggests that the 1972 Grand Jury investigate this matter very thoroughly and determine whether the makeup of this Board is adequate as constituted, or whether it should be changed.

HEALTH SERVICE SYSTEM (continued)

Our Committee continues to recommend that the Health Service, the Retirement System and Civil Service be merged with the provisions that the Health Service Employee Health Record be kept as confidential as possible.

Will Tsukamoto

Dr. Thomas S. Wu

Elmo Mugnani, Chairman

1. *Introduction* 2. *Methodology* 3. *Results* 4. *Conclusion*

RETIREMENT SYSTEM BOARD

This department, responsible for the Retirement System of the City and County of San Francisco, was organized as a fully funded system in 1922. Presently, it covers some 28,000 City employees. More than 7,000 retirees are receiving benefits totalling almost \$2,200,000 per month. During 1970, employees contributed \$18,140,000 and the City \$40,036,000 to the system. Originally, employee and City contributions to the system were equally matched, but over the years benefits have been so liberalized that contributions today average between 5 and 6 percent for City employees and approximately 12 percent for the City. The Board of Supervisors should bear this in mind when considering further disability and retirement benefits for City employees.

Recently, and particularly due to the passage of Proposition 0, the City's contribution for workman's compensation has increased from a total of \$659,111 in 1968 to a total of \$1,632,971 in 1970, and is expected to exceed \$2,000,000 during 1971. Our Committee noted with interest that contributions by the City on behalf of the following groups of employees were: miscellaneous employees--11-1/2 percent; firemen--25.78 percent; and policemen--29.87 percent.

The City's total contribution on behalf of its employees to the Retirement System for both disability and retirement amounted to \$41,669,046 during 1970 and this was equivalent to approximately \$1.40 on the tax rate.

At present there is better than \$525,000,000 in the fund with an additional monthly cash flow of better than \$2,000,000. These funds are presently invested in stocks and bonds and are earning approximately 4-1/2 percent. Current bond purchases are providing considerably higher yields.

During the past twelve months, the Retirement System has had the services of Mr. George Springman as its Chief Investment Advisor and it appears to our Committee that he has increased bond yields and generally has established a positive investment policy.

Retirement Board

The Retirement Board consists of seven members: three members elected by City employees, three members appointed by the Mayor, and the seventh member appointed "ex officio" by the Board of Supervisors, namely, its President. Our Committee believes political pressures applied to a member of the Board of Supervisors can be extensive and for this reason suggests that consideration be given by the Board of Supervisors to replacing this seventh member with a person who is an expert in investments.

In addition to ruling on disability and retirement, the Retirement Board has sole responsibility for determining investment

RETIREMENT BOARD (continued)

policies with no limitations set forth in our City Charter as to the types of bonds that can be purchased, nor to the percentage of this huge fund that can be invested in common stocks. Our Committee believes consideration should be given by the Retirement System staff and the Retirement Board as to the desirability of setting investment policy limitations in our City Charter.

Presently, 12 percent of this fund is invested in Common Stocks, with a near term goal of having 15 percent invested in Common Stocks, and within the next two or three years of having 25 percent invested in Common Stocks. During the past year, questions have been raised by certain members of the Retirement Board as to the purchase of certain investments based on political and ecological grounds. Our Committee believes the primary purpose in the determination of either the purchase or the sale of a security is to provide a maximum return with a minimum of risk year after year.

The Secretary-General Manager

The Secretary-General Manager, Mr. Daniel Mattroce, appeared to our Committee to be a very able, concerned and dedicated administrator. Past Grand Juries have recommended the merger of Health Service, the Retirement System, and Civil Service. Mr. Mattroce indicated to our Committee that provided the Retirement Board Commission could be retained, he found no objection to this suggestion and, indeed, that it should provide economies to City Government.

Recommendations

1. That the public be made aware of the percentage of the City budget contributed to the Retirement System on behalf of its employees and of its effect on the tax rate.
2. That the Retirement Board examine and determine broad guidelines for investment policies to be included in our City Charter.
3. Attempt to keep politics out of the Retirement System.
4. Consider replacing the Board of Supervisor member on the Commission with a person who is one expert in investments.
5. Consider a plan of action for the merger of Civil Service, Retirement System and Health Service System.

Will Tsukamoto

Dr. Thomas S. Wu

Elmo Mugnani, Chairman

ASSESSOR'S OFFICE

The Assessor is an elected County Officer. The Assessor's Office operates under the provisions of the Constitution and the Revenue and Taxation Code of the State of California and the Rules and Regulations of the State Board of Equalization.

The Assessor must accomplish a general system of assessment administration and in furtherance thereof, locate, list, and value all taxable property (and non-taxable public property) in the City and County of San Francisco. He must determine the full cash value (Market Value) of such property and apply a 25% ratio to reach the assessed valuation thereof. A concomitant responsibility is that assessed valuations between comparable properties be made equal.

Total personnel assigned to the office is 133. All employees are subject to Civil Service except the Chief Assistant Assessor and the Confidential Secretary.

The San Francisco Assessor's Office has been recognized as instituting and maintaining one of the pioneer and foremost electronic data processing operations in the United States. All real property, personal property, possessory interests, claims and exemptions procedures are stored and processed electronically with daily updating.

Determining the full cash value is the major responsibility of the Assessor. An objective analysis leads to the conclusion that as a basis for full cash value it is necessary for the appraiser to analyze all available data such as replacement cost, income, and sales data and arrive at a fair value in exchange, which he generally terms market value.

In terms of the economist, market value is value in exchange. The following conditions must be analyzed before the sale price can be considered an indicator of market value.

1. Sale in open market.
2. Neither party takes advantage of the needs of the other.
3. Reasonable time allowed to find a buyer.
4. Reasonable knowledge of property's use - present and prospective - by both buyer and seller.
5. No collusion and no "love and affection" consideration between parties.

ASSESSOR'S OFFICE (continued)

6. Consideration in cash or its equivalent.

One of the most important and occasionally one of the most difficult problems to be solved during the appraisal process is the highest and best use of the property. This is the key point that organizations such as the National League of Cities, Statewide Homeowner's Association, Henry George School of Social Science and people involved with urban planning and improvements are concerned with.

During our investigation we met with the Assessor, Mr. Joseph Tinney and members of his staff: Val King, Alfred Bacci, Sam Duca, William Paizis, Gale Blosser, Ray Leavitt and Reno Conti. The Committee made six visits to the Assessor's Office. We also met with:

Bob Tideman, Executive Vice President of the Henry George School of Social Science.

John Nagy, President, State Homeowner's Association.

Bob Scrofani, Past President, Henry George School of Social Science.

John Barry, President, John Barry & Associates, Management Engineers, Inc.

Henry Nanjo, Department Head, City and County of San Francisco, Electronic Data Processing Department.

We also had numerous discussions with other interested people.

The news release from the Assessor's Office on July 1st has given facts as to the increase in assessed valuation, therefore, that is excluded from this report.

Mr. Tinney and his staff have stated to us that:

1. The Department is progressing well in making assessments equal - that special efforts are made in the downtown areas, where high-rises exist and also the area adjacent to the BART stations and the area adjacent to the Yerba Buena Project.
2. There has been ample cooperation given by Henry Nanjo and his staff of the EDP.
3. No political pressure has been applied.
4. The Assessor's Office is always open to serve the residents of San Francisco.
5. That it would take 5 more years to finish the reappraisal process with the present manpower.

ASSESSOR'S OFFICE (continued)

6. The Assessor's Office must have 6 more auditors and appraisers a year for the next three years.
7. That reassessment of St. Francis Woods was made but the Assessment Appeal Board reduced large portions of them.

The State Board of Equalization is required to publish an "Assessment Practices Survey" of each county in the State of California every six years. Since the Assessor's Office is probably one of the most difficult departments for a laymen to analyze, our committee was fortunate that we received the 1971-72 Assessment Practice Survey of the City and County of San Francisco.

We would like to quote from the Preface of the Survey: "this report tends to concentrate on those areas in which further improvements can be made. It should be emphasized at the outset, however, that San Francisco's assessment operations have been tremendously improved in the past five years. Mr. Tinney assumed his present responsibility in the aftermath of scandal and immediately set out to establish a progressive assessment program and to restore the public's confidence in the office. We believe he has succeeded on both counts."

We asked Mr. Tinney questions about the recommendations made by the State Board. Most of the recommendations are either being worked on or are fulfilled already. We feel that it would not be necessary to give the questions and answers in this report. There is one major exception which is Recommendation 42 (Page 105) referring to the fact that salaries for auditors and appraisers are lower than positions in other departments where comparable work is done. The principle of "equal pay for equal work" is not applied here. Due to this condition the Assessor's Office is losing some capable people, according to Mr. Tinney.

The State Board of Equalization has computed the coefficient of dispersion for several years. It measures the relationship of the difference from the weighted median.

In 1966, San Francisco ranked near the bottom of the list of 58 counties. In 1968, San Francisco ranked 16th out of 58 counties and the trend indicates that we are in the top 10 counties now, which shows that in the interim period we are coming closer to equal assessments for all.

However, John Nagy, of the State Homeowner's Association, conducted a sales ratio survey of more than 10,000 parcels that were sold between February 1970 and February 1971 in San Francisco. The conclusion was that Mr. Tinney and his staff did a good job on the assessment of unimproved lands in the survey. According to Ronald Welsh of the State Board of Equalization the latest assessment ratio

ASSESSOR'S OFFICE (continued)

of improved property is 20.0% and 20.1% was the figure for the unimproved property secured by John Nagy. At the Grand Jury's request, John Barry and Associates did a random sampling of 3,800 parcels from John Nagy's survey. They came out with an assessment rate of 20.01%. Herb Chatterton of the John Barry staff stated that the higher priced parcels (value above \$50,000) were assessed at 18.6% where the lower priced parcels (values up to \$23,000) were assessed at 24.1%.

We discussed this with Mr. Tinney and his staff. It was indicated that the higher priced property was harder to evaluate. There are more fluctuations in the higher priced property and the sales price does include the cost of expensive wall-to-wall rugs, drapes and chandeliers as well as occasional built-in HI-FI and TV cabinets which increase the market price.

During our investigation, our committee received full cooperation and courtesy from Mr. Tinney and his staff. We found his staff to be well informed, capable and interested. The Assessor's Office seems to be quite efficient. This office is one of the few departments in the city that is evaluated by the state. There is no reason for us to doubt the good rating given by the State Board of Equalization.

Recommendations:

1. The Civil Service Commission and the Mayor should be made aware of the inequities that exist in the salary scale of the auditors and appraisers. As the major revenue generating department in the city, keeping the wheel turning at full speed is quite important.
2. The Assessor's Office should be given the staff required (auditors and assessors) so that the full reappraisal of the city can be completed as soon as possible. Also a thorough auditing through increased auditors can bring in additional revenue to the city. The result should help equalizing the assessment more quickly and keeping our overall assessment rates down.
3. The Assessor's Office should check into the usage of "micro-fiche" to replace the print outs. This will thereby solve some of the space problem and, according to Mr. Nanjo, reduce the cost of operation.

John S. Leipsic

Daniel J. O'Hara, Jr.

Will Tsukamoto, Chairman

TREASURER

On November 10, 1971, an editorial appeared in the San Francisco Examiner with the title, "City's Casual Way With the Dollar". The next to the last paragraph states: "Why the discovery of these loopholes in financial administration had to await the arrival of a Harvey Rose we do not know.

Where was the Grand Jury?"

1. Members of the Grand Jury are not given a staff. We are not full time investigators.

2. Members of the Treasurer's committee are listed as executives not as auditors, bankers or management consultants.

3. The Treasurer's committee was not given specific instructions on how to investigate and what to investigate.

4. Sec. 926 of the Penal Code states that the Grand Jury may employ the services of an expert upon approval by the court. The likelihood of hiring an auditor in our case is fairly remote especially when no knowledge of the problem existed.

The Office of the Treasurer is headed by Thomas Scanlon, who is an elective officer of the City and County of San Francisco. The Treasurer is responsible for directing all functions of his office in accordance with existing laws.

The function of the Office of the Treasurer is to receive all monies belonging to the City and County which are deposited with the Treasurer, disburse such monies for the redemption of the City and County warrants issued by the Controller and for the payment of any other legal expenditures, maintain records of such financial transactions, and provide for the safekeeping of all monies and securities in the custody of the Treasurer.

The Office is also responsible for depositing City and County monies in banks in order to earn the maximum amount of interest income on those monies which the Treasurer believes will not be required for the payment of current bills. Other responsibilities include the administration of the sale of City and County bonds, and the administration of the State Inheritance Tax Laws.

In the fiscal year, 1971-72, the Office had twenty permanent authorized personnel. The budgeted expenditures amounted to \$280,104.00.

TREASURER (continued)

The Treasurer's Office has been up to now a scantily publicized and generally ignored department that seemed to have operated effectively in an "old San Francisco" setting. In June, the San Francisco Bay Guardian charged among other things that the Bank of America, Crocker and Wells Fargo Bank held the majority of the funds deposited by the Treasurer's Office. This is definitely true! We have checked with two high officials of a smaller bank and they mentioned that since the City's money on deposit has to be backed up, only the largest banks have the financial resources to do so. Another question that our committee had was whether the banks are interested in receiving city funds on deposit. The answer was that it depends entirely on the availability of the money in the market.

A Board of Supervisor's management audit report on the Office of the Treasurer was made by Harvey M. Rose, budget analyst, and published on November 8, 1971. Our committee discussed the report with Mr. Scanlon. He felt that the report generally was valid and agreed with most of the recommendations. Mr. Scanlon had doubts concerning Recommendations Number 1, 3 and 6.

Recommendation Number One was to establish a formalized cashflow system by obtaining daily information from the various departments concerning their anticipated receipts and expenditures on a continuous basis.

Recommendation Number Three was to schedule all interest bearing bank deposits, which have a specified maturity date, to mature in accordance with an analysis of anticipated cash needs.

Recommendations Number One and Number Three, according to Mr. Scanlon, are very difficult to do under the present set up. The problem seems to lie in the area of having every department setting up a daily cash flow system and transmitting it to the Treasurer.

Recommendation Number Six concerns the Treasurer's Office contacting all local banks, instead of just four banks as presently done, regarding the interest rates. Mr. Scanlon feels that it is either his or his chief assistant's job to contact bank officials. At the present time, he states that the time is not available to contact all banks and the results are not fruitful.

Our committee feels that the technical operation of this office is not for the layman to pass judgment on. We agree with Mr. Scanlon on the difficulty of implementing Recommendations Number One and Three. Since this is a policy decision area, we feel that the next Grand Jury should look into it. Our committee feels that on Recommendation Number Six, once a routine is established, a regular call to all local banks can be handled by assistants to Mr. Scanlon.

TREASURER (continued)

Our last recommendation is that the basement area of the Treasurer's office can be secured more effectively than it is now. Apparently adequate security of the basement area was not included in the new security setup that is due to be installed in the near future.

John S. Leipsic

Daniel J. O'Hara, Jr.

Will Tsukamoto, Chairman



SAN FRANCISCO INTERNATIONAL AIRPORT

The Grand Jury Committee consisted of Jack Friedman, Timothy Twomey and George Gillin. This committee made four visits during its investigation of the San Francisco International Airport. The Commission consists of John Sutro, Attorney; William E. McDonnell, Restaurateur; Joseph Mazzola, Labor Leader; Wallace Lynn, Retired; and William Coblenz, Attorney. Our first meeting was at the Airport and a very interesting meeting was held with Mr. James Carr and his complete staff.

Mr. Carr went through a very impressive projection program, with the help of his staff, and we were given a bus trip around the airport showing us the area of improvement that is anticipated.

The second meeting was to consult the Commission as to the problem in the garage and the parking area of the Airport. Mr. Carr failed to notify the Commission of this meeting and we therefore could not seek the information we desired.

During the course of our investigation, we learned of incidents that caused us to probe a little deeper into the contract which covered the operation of the garage and parking lots. We learned that when this contract was originated by the Public Utilities Commission (the Airport Commission was not created until some time later) it was considered to be tailored after what might be termed a standard type of contract; it was learned during the life of the contract that additional protection should have been included therein to more definitively cover the responsibilities of all parties.

The information we are seeking (and it has not been resolved at this moment) is . . . who is responsible for the lack of proper supervision of all the operations at the San Francisco International Airport.

The contract entered into was one that did not protect the City and County as we analyzed it. Our checking the agreement did not make it mandatory that those working at the Airport should be personally bonded.

We had another meeting with our City Attorney's Office and discussed the weakness of this agreement with Mr. Thomas O'Connor, Mr. William Bourne and Mr. Paul DiNoia.

It was explained to us that this agreement was the one compiled by the Airport Commission and was signed by them as their approval of the terms set forth. The City Attorney's Office followed their instructions and drew the document up that was approved and

SAN FRANCISCO INTERNATIONAL AIRPORT (continued)

signed by the Commission.

The Grand Jury Committee feels that the contract issued by the Commission on the tonnage charge may be too low according to the other major airports throughout the United States, particularly the Eastern airports. We suggest that these contracts should be checked and a comparison should be made.

A meeting was held in the District Attorney's Office and those in attendance were Mr. Walter Guibini, Mr. Ryan from our District Attorney's Office, Mr. Bennett from District Attorney's Office of San Mateo, and Mr. Paul DiNoia from our City Attorney's Office. After a lengthy discussion we were told that they had no authority in charging those who were committing offenses at the Airport because it was situated in San Mateo County. Mr. Bennett, representing Mr. Sorenson's office, gave no information as to why they did not go forward with certain charges. A copy of this report was reviewed by this Committee.

All the Grand Jury is seeking is information as to why nobody is assuming his responsibility.

Mr. Buckingham of the California Highway Patrol appeared before the Grand Jury and explained his extensive report as to the taking of cars from the airport in violation of the vehicle code, which report was reviewed by this Committee.

There appears to be a lack of managerial supervision as to the general operations of the entire airport unit and it may be the fault of the Commission.

The cash registers seem to fail during the evening time as they have only one mechanic who works the eight-hour day shift. If the registers fail during the off time, as there is no mechanic on duty to repair the same, the money is most difficult to come to an exact balance.

The Grand Jury met with the Commission after their regular meeting and went into the problems of the Airport.

It was a meeting of no accomplishment as the usual lack of cooperation was displayed by the members of the Commission present.

It is the opinion of the Grand Jury that this Commission has not followed through on matters of grave importance. The Commission apparently had knowledge of the thievery and wrongdoings at the airport, but failed to check into complaints that they had evidence of.

The Grand Jury Committee was pleased to learn that the new contract entered into in October, 1971 covering the operation of the

SAN FRANCISCO INTERNATIONAL AIRPORT (continued)

garage and parking facilities allows Mr. Carr and the Airport Commission greater flexibility of operation with tighter controls. It is the recommendation of this Committee that because of the amount of monies involved, periodic spot checks and audits be conducted to make sure there are no violations of this contract.

A further recommendation that the Committee wishes to suggest to the Airport Commission is as follows:

The San Francisco Fire Department has a fire unit assigned to the Airport and we feel that this is property owned by the City and County of San Francisco. The protection force should be the San Francisco Police Department.

Jack Friedman

Timothy J. Twomey

George B. Gillin, Chairman

COUNTY CLERK

The County Clerk's office, under the able administration of Mr. Martin Mongan, serves as the ministerial arm and Office of Record of the Superior Court of the City and County of San Francisco. In addition, certain statutory indices are maintained; the principal ones are the Corporation Index, the Partnerships and Fictitious Names Index, and the Index of Notaries Public. Marriage licenses are issued by this department. Branch offices are located at the Hall of Justice, the Youth Guidance Center and at San Francisco General Hospital.

This department is presently staffed with 68 employees, an increase of 3 over last year. In addition, under a Federal Emergency Act, 7 additional employees are temporarily being used. During the following year 7 employees will be retiring and Mr. Martin Mongan will be requesting 8 additional employees; 4 court clerks and 4 senior clerk typists. Other budget requests will be for a new Civil Index (\$3,000) and \$12,000 to convert from a manual handwritten index to an alphabetical index produced by electronic data processing methods.

Mr. Martin Mongan and the County Clerk's Association have been and are continuing to press for legislation to increase various filing fees. Our Committee agrees fees should be increased.

RECORDER

The Recorder's Office, also administered by Martin Mongan, as required by law, receives for recording all papers or notices that may legally be recorded, makes and keeps a true copy of the original, indexes the same, and arranges the books of record and indices in suitable places to facilitate their inspection. This office is staffed by 25 employees and is located on the main floor of the City Hall.

RECORDS CENTER

The function of the Records Center is to provide for the orderly storage, care, and management of City and County department records, which must by law or other requirement be kept for varying periods of time and whose removal from the offices involved is necessary because of the absence of storage space.

RECORDS CENTER (continued)

After eighteen years in operation, fifty-three departments were storing 37,262 cubic feet of records in the Center, the bulk being boxed paper records.

During 1970-71, 3,066 cubic feet of records were received and authorization for the destruction of 5,378 cubic feet was obtained and their removal from the Center accomplished.

Record Center service is provided without charge to the departments. Storage boxes and transportation of boxed records from office to storage is supplied. Reference service to stored records is a major function of the Center and during the past fiscal year, the number of references to stored records was 22,663.

The Records Center has custody of the microfilmed records stored in the Twin Peaks Tunnel vault. The total number of rolls in storage is 6442. During the past year there was no reference to the microfilmed records. Sections 8.9-8.11 of the Administrative Code provide that the public interest demands that various City and County records, which would be essential to the continuity of Government and the protection of rights and interest of individuals in event of a major disaster, be preserved against possible destruction by fire, earthquake, flood, enemy attacks or other cause.

San Francisco, in the 1906 earthquake and fire, lost most of its vital records. It took many years and innumerable court actions to reconstruct lost documents. Today, many important records have been safeguarded through preservation copies. Included are birth, marriage, and death records; property documents; Superior Court judgments, decrees, wills, and jury verdicts; Board of Supervisors' ordinances, resolutions, and journals; Board of Education records; City Planning minutes and maps; Fire Department minutes and maps; Public Works engineering records; Utility Engineering Bureau engineering records; and Water Department customer records.

Microfilming of important records and documents is being increasingly used where feasible and economical. Any record that must be kept for forty years or more can be kept more economically and conveniently in microfilm form.

Mrs. Lois DeCayette

Harry E. Horn

Elmo Mugnani, Chairman

CHIEF ADMINISTRATIVE OFFICER

With only a limited time accorded this Grand Jury for investigative work, I am sure the other members of this committee assigned to evaluate the effectiveness of the Office of the Chief Administrative Officer, will agree with me as chairman of the committee that it was utterly impossible for us to complete our stewardship. "It shall also be the duty of every Grand Jury to investigate and report on the needs of all County Officers in the County, - - -". The foregoing was part of the charge of the 1971 Grand Jury; however, time and time alone does not permit us to delve deeply into the many functions of this office.

San Francisco's Chief Administrative Officer is appointed by the Mayor, with the approval of the Board of Supervisors. He must have five years' California residence. His tenure is until retirement age, except that he may be suspended by the Mayor and removed by the Board of Supervisors for official misconduct; in addition, he is subject to popular recall.

He is responsible to the Mayor and the Board of Supervisors for the administrative supervision and control of nine departments which employ the services of more than 6,150 persons and which have operating annual budgets totaling more than \$95,000,000. He also serves as an ex-officio member of the Board of Supervisors and the City Planning Commission; administers the Publicity and Advertising, Fish and Game and County Fair funds; appoints the members of the Health Advisory and Housing Appeals Boards and the Farmers' Market Advisory Committee and two members of the Regional Service Committee; serves as Chairman of the Capital Improvement Advisory Committee, the Central Safety Committee and the Scavengers Rate Board; is a member of the Hotel Room Tax Appeals Board, the City and County State Legislation Committee and the Mayor's Transportation Council, and is the County Road Commissioner. He is appointing officer for the California Academy of Sciences. He serves as a member of the Executive Committee of the Association of Bay Area Governments; is a commissioner on the Bay Conservation and Development Commission; and is a member of the Board of Directors of the California League of Cities.

The Chief Administrative Officer's influence reaches into the homes of all San Franciscans. Employees under his jurisdiction construct and maintain the public streets, the sewer system, sewage treatment plants, operate the hospital system and the emergency hospitals; do all the purchasing for all City Departments; inspect food-stuffs and housing; conduct elections; keep the records of births, marriages, deaths and property transactions; maintain the police radio and fire alarm systems; investigate unusual causes of deaths; check

CHIEF ADMINISTRATIVE OFFICER (continued)

weighing and measuring devices; and issue many types of licenses and permits - just to give a few examples of the scope of his multiple responsibilities.

The two largest departments under his supervision are Public Works and Public Health. Together, these have about 5,200 employees. The heads of these departments are appointed by him, as is the Purchaser of Supplies, the Director of Finance and Records and the Assistant Director of Public Health for Hospital Services. The heads of other departments under him are promoted through Civil Service ranks.

During the course of our investigation we were made aware of this extremely sensitive and important post that could slow, halt, stymie or speed any programs affecting the City and County of San Francisco and its citizens.

The Public Works Department has been accused for years of stalling or failing to issue permits to appellants who have cases that were overruled by the Board of Permit Appeals against the Department of Public Works. Checking with Board members, we found that the same failure to issue permits continues to exist.

The new Public Health Building built on top of the Broadway Street tunnel, supposedly saving taxpayers thousands of land cost dollars, turns out to have cost many times more than for a new building built elsewhere. It was constructed so low that tall trucks tore the ground floor of the suspended building. Either raising the building or lowering the roadway of the tunnel was necessary to obtain sufficient clearance. The tunnel roadway was recently lowered at an additional cost to the City.

The Board of Supervisors also found that the Public Works Department fell \$50,000,000 behind in gas tax spending.

The Emergency Hospital Service's long cry of needed communication systems for emergency ambulances has not been implemented.

Construction on the \$33.1 million dollar medical center approved by the voters six years ago has just begun.

Superior Court Judge Ira A. Brown, Jr. recently made the disclosure that the Real Estate Department has been selling vacated streets too cheaply.

The terrific burden of the many facets of our City and County Government, the responsibilities of the many departments, boards and bureaus, the multitude of problems and confrontations in line with his duties, the many hours required of the office in meetings and deliberations on the performance of his role may be a

CHIEF ADMINISTRATIVE OFFICER (continued)

very important reason why San Francisco needs to restructure its Charter. Our archaic Charter spells out the duties and responsibilities of this office but additional duties and functions are added each year, making the Chief Administrative Officer's position the most important, the most complex and the most difficult of all the Officers of San Francisco.

While the Charter provides that the Chief Administrative Officer is responsible to the Mayor and the Board of Supervisors for the administration of departments under his jurisdiction, he is protected from interference by both. His first line of protection is that he can be removed only by a popular recall or by a two-thirds vote of the Board of Supervisors on the basis of charges after a public hearing. This arrangement encourages the Chief Administrative Officer to work cooperatively with the Mayor and the legislative body, but leaves him subservient to neither. His second protection in the Charter is a provision that neither the Mayor nor a member of the Board shall interfere with appointments or contracts under him, nor deal with departments under his jurisdiction directly. Except for inquiries, contact with departments under him must be through the Chief Administrative Officer.

This Committee regrets that shortness of time and that alone prevents our making a more comprehensive investigation of this important office.

We, the citizens of San Francisco, are most fortunate to have an extremely capable and highly respected and experienced businessman as our Chief Administrative Officer. His integrity is beyond reproach. His sincerity in the performance of his duties is never questioned. His loyalty and the devotion to his position find him in his office early in the morning and late at night. His day is longer than that of most City workers. The 1971 Grand Jury commends Mr. Thomas Mellon, Chief Administrative Officer of the City and County of San Francisco, for his untiring efforts in the performance of his overburdened duties to the citizens of this City.

CORONER

As a county officer, the Coroner acts under the authority of provisions of the California Government Code, and the Health and Safety Code. There are specific laws which define the Coroner's power and which vest him with the right and duty to investigate certain classes of deaths.

The Coroner encourages reporting of cases and will give any interested party his basis for accepting or rejecting any case

CORONER (continued)

reported.

Any death reported to the Coroner shall be subject to a preliminary inquiry which shall be properly recorded, after which the Coroner will proceed with a full investigation if the circumstances warrant. If, from the preliminary investigation, the case does not prove to fall within the Coroner's jurisdiction, the Coroner will so advise the person reporting the case or the physician last in attendance.

Accordingly, reportable cases are to be distinguished from Coroner's cases. While the duty to report certain cases continues, the decision on whether there shall be a full investigation rests with the Coroner, and a full investigation is not required of the Coroner purely by virtue of the case having been reported.

It is the duty of anyone having knowledge thereof, to report to the Coroner any death which falls into the classes herein listed. This duty applies equally to physicians, hospital house officers, morticians, embalmers, ambulance attendants, police officers, nurses, as well as lay persons.

Deaths Reportable to the Coroner

Violent Deaths

1. Homicide
2. Suicide
3. Accident
4. Injury
5. Grounds to suspect that the death occurred in any degree from a criminal act
6. No physician in attendance
7. In the continued absence of the physician (Not having seen his patient in the five days before the death)
8. Medical attendance less than 24 hours
9. Physician unable to state the cause of death (The physician must be genuinely unable and not merely unwilling)

CORONER (continued)

Miscellaneous

10. Poisoning (Food, chemical, drug, therapeutic agents)
11. Occupational deaths
12. All deaths in operating rooms
13. All deaths where a patient has not fully recovered from an anesthetic, whether in surgery, recovery room, or elsewhere
14. All solitary deaths (unattended by physician or family member in period preceding death)
15. All deaths in which the patient is comatose throughout the period of physician's attendance, whether in home or hospital
16. All deaths of unidentified persons

Coroner Henry W. Turkel, M.D., maintained such a top quality staff and displayed such great efficiency in the discharge of his duties that the 1971 Grand Jury wishes to commend him on his retirement after 20 years of faithful service to the City and County of San Francisco.

The Grand Jury recommends that since the beautifully decorated modern courtroom is no longer used for Coroner's inquests it be used to supplement the limited Superior and Municipal Courts to alleviate their congested calendars.

George B. Gillin

Leandro P. Soto

Dr. Thomas S. Wu, Chairman

OFFICE OF THE MAYOR

There are more than twenty-one departments or offices of city government under the jurisdiction of the Mayor. Almost all of these operate under the direction or guidance of a commission or board, and it is the sole responsibility of the Mayor to select qualified individuals to fill vacancies on these boards as they occur. The successful operation of these boards and commissions naturally reflect on the judgment of the Mayor. It is only right that if the Mayor, at any time, is to receive criticism for the failure of a board or commission in accomplishing its work; then he should also be given praise and commendation for the successes and accomplishments of these boards and commissions.

It is with these thoughts in mind that this committee of the Grand Jury is reviewing the activities of the Office of the Mayor, the Honorable Joseph L. Alioto, and looking particularly at the positive accomplishments.

It is to be noted that generally throughout the United States, at the present time, there is a developing crisis with and in many large cities, particularly in the eastern part of the country. There are conditions of bankruptcy, or approaching bankruptcy, with curtailment of city employments, which only further aggravates the cause of the distressed cities.

San Francisco by comparison, while funding is difficult and budgets have to be kept to a minimum, does not show or indicate any of these signs of crisis and decay. It is naturally to be assumed that the leadership so forcefully shown by the Mayor, the departments under his jurisdiction, and the cooperation of the people of San Francisco, are the encouraging means that show urban life and vitality.

This committee would like to enumerate some of the hopeful and progressive points of San Francisco life.

Investors have been encouraged by the attitude of San Francisco to the point that over one billion dollars has been invested in hotels, redevelopment projects, and office buildings, which are under construction, programmed for the future, or have been completed.

San Francisco has been free from prolonged strikes where extreme or bitter attitudes prevail, and in this regard Mayor Alioto has been directly involved in the role of mediator in more than fifteen of these major disputes.

OFFICE OF THE MAYOR (continued)

The San Francisco airport, now operating under an independent commission established under the jurisdiction of the Mayor, shows a substantial increase over other metropolitan airports, while many of these are operating at a loss.

Unemployment in San Francisco is below both the state and national average and is estimated at less than the six percent, which is the national average.

As in the past several years, San Francisco is continuing with the advancement of a highly developed social program which is vigorously supported by the Mayor.

Youth councils are now established in almost every major section of the city, and the federal money sought and obtained by the administration, has been the means of financing the councils on a continuing basis.

The Manpower magazine of the Department of Labor in an issue early this year reflects favorably on the new careers program and the youth training program.

San Francisco provides the highest number of apprenticeship jobs to minority youth, more than in any other county in this state.

Minority group members have been appointed to various commissions and offices, including the Public Utilities Commission, Board of Supervisors, Board of Education, and the Social Service Commission.

One of the most important and pressing problems that any city faces today is the development of a program for the aging. The office of the aging, established several years ago, has a progressive program for the old of our city, along with a servicing program for their immediate needs.

The model city programs in the Mission, Hunters Point, and Bayview Districts, will bring better housing, living conditions, and employment to people in otherwise poor districts.

Redevelopment programs have considerably improved run-down, slum areas and have helped to restore and rehabilitate entire downtown areas, in addition to bringing more business and more jobs, thereby curtailing unemployment. Typical of this type of program is the Yerba Buena Center which is a two hundred million dollar effort. This alone will bring conventions, house sports events, and other commercial enterprises to the city.

Poverty and poor housing, together with unemployment are not the only things that have received attention. Crime, which on a

OFFICE OF THE MAYOR (continued)

national level has been increasing, has heavy pressure placed upon it in San Francisco and this pressure is showing its effect in a reduced crime in this city. On a positive basis the budget of the Police Department has been increased, over three hundred new positions have been added, foot patrols have been made effective in some areas, and civilians have been placed in some positions to relieve policemen for active duty. A crime prevention detail has been made more effective. There was also an increase in the narcotic squad, and in this area special emphasis was placed on handling juveniles involved with narcotics.

The arts have not been neglected in San Francisco and this area appeals to the young people of San Francisco with special programs to suit or fit their needs. The neighborhood art program has found ready acceptance.

Recently San Franciscans had the pleasure of viewing the van Gogh exhibit and it was gratifying to note the large number of people who had an interest in this affair. Also the Avery Brundage Oriental Art Collection, has been preserved and expanded, until it is now the largest collection of precious jade artwork outside of the Orient.

This committee of the Grand Jury wishes to commend the Mayor, the Honorable Joseph L. Alioto, for the interest, leadership, and positive spirit and attitude that he has demonstrated to the people of San Francisco on so many occasions and in so many ways to make San Francisco again the city that knows how.

Jack Friedman

Elmo Mugnani

Edward R. Sherwood, Chairman

DEPARTMENT OF PUBLIC WORKS

The Public Works Committee of this Grand Jury during the last year made many inquiries and was exposed to a vast number of activities being conducted in the subject department, one of the largest departments in the City Government. Of special interest to the Committee were the activities of the individual bureaus.

1. BUREAU OF ARCHITECTURE

This bureau is concerned with the design and construction of all new buildings, including schools, and the modernization, remodeling and large repair projects of existing buildings. The activities of the bureau have been increasing because of the necessity for new buildings and modernization of existing buildings.

2. BUREAU OF BUILDING INSPECTION

For the purpose of ensuring compliance with the San Francisco Building Code and the San Francisco Housing Code, this bureau reviews plans and inspects construction involving structural, electrical, mechanical and plumbing work throughout the City. This work is financed by fees collected from the permittees. Another very important activity in this bureau is a special concentrated code enforcement program carried out in designated conservation areas with federal assistance to provide rehabilitation loans and grants. The work of the Central Permit Bureau is mainly concerned with the processing of permits and collecting fees therefor: so this office is assigned to Building Inspection.

3. BUREAU OF ENGINEERING

The work of this bureau consists of general engineering, planning and services of a continuous nature. The major activity of the bureau is in the planning, design and supervision of construction of public improvements including streets, traffic signals and channelization, sewers, recreation and park facilities, street landscaping and street lighting. General services include sidewalk inspection, control of street excavations and uses, review of traffic requests and recommendations of traffic legislation, and preparation of maps and documents for street openings, widenings and vacations. In categorizing the varied activities as following, 28% in Sanitary Engineering, 50% in streets, 11% in engineering for other City departments and agencies, 11% in direct contact with the public, including sidewalk inspection, and information to the public and to contractors on such items as sewers, side-sewers, and street grades.

DEPARTMENT OF PUBLIC WORKS (continued)

4. ADMINISTRATIVE BUREAUS, GENERAL OFFICE AND TELEPHONE CENTER

The administrative activities of the Department are accomplished by the Bureau of Accounts, the Bureau of Personnel Administration, the General Office Staff and the City Hall Telephone Center.

A. BUREAU OF ACCOUNTS

This bureau controls the budgeting and fiscal activities of the Department. It is the point of origin of documents dealing with the disbursement of funds and their guidance through required procedures until final liquidation.

B. BUREAU OF PERSONNEL ADMINISTRATION

This bureau is the central personnel agency for the department, where all personnel transactions are handled and records are kept.

C. TELEPHONE CENTER

This center is responsible for the operation of the City Hall Centrex Telephone System, which services all of the departments of City government located in City Hall.

5. MAINTENANCE AND OPERATION BUREAUS

The maintenance and operation activities of the Department are accomplished by the Bureaus of Building Repair, Water Pollution Control, Street Cleaning & Planting, and Street Repair.

A. BUILDING REPAIR

This bureau maintains and repairs 332 City-owned buildings and provides operational and/or custodial service for over 117 of the larger structures. Maintenance work is also performed for various other departments and agencies by budget transfer or work order procedure.

B. WATER POLLUTION CONTROL

This bureau maintains and operates the sewerage system of San Francisco which includes approximately 900 miles of sewers, 18 sewage pumping stations, 3 sewage treatment plants, and gas detection crews.

C. STREET CLEANING & PLANTING

Major functions of this bureau include cleaning 850 miles of dedicated streets and alleys, pedestrian and vehicular tunnels and underpasses, public stairways, plus maintenance

DEPARTMENT OF PUBLIC WORKS (continued)

of all street landscaping. Secondary activities include cleaning, landscaping and structural maintenance of 11 neighborhood off-street parking lots.

D. STREET REPAIR

This bureau maintains and repairs the 850 miles of City streets, including pavements, curbs and stairways. In addition, it maintains and operates 3 lift bridges, the Broadway Tunnel, underpasses, overpasses, the asphalt plant and granite curb yard.

Recommendation to the Bureau of Building Inspection:

We recommend that the Superintendent of the Bureau of Building Inspection along with the Director of City Planning expand the FACE Program into hard pressed areas not included in the designated FACE areas.

It is also recommended that a feasibility study be conducted to determine what Charter changes or amendments can be made to consolidate the following departments into a new department called the Department of General Services, consisting of the following for better coordination between departments and the general public:

1. Real Estate Department; 2. Purchasing Department; 3. Public Works Department. Others to follow: 1. Data Processing Department; 2. City Records; 3. Department of Electricity; 4. Weights and Measures; 5. Public Pound.

PURCHASING DEPARTMENT

The total scope of responsibilities of the Purchasing Department have not appreciably changed during the past year as compared with previous years. This responsibility includes the buying of all materials and supplies, the repairs and maintenance of various items of equipment for most City departments including the City's rolling stock, central stores and distribution of materials, as well as arranging for contractual services.

To achieve maximum efficiency in the Purchasing Department, it is recommended that funds be allocated and a new position, namely, Standards Control Officer, be created to perform this very important task. By the very nature of this position, acceptable updated standards would be created so that buyers could concentrate on purchasing fewer items in larger quantities which will result in additional economies.

It is further recommended that after new standards are

PURCHASING DEPARTMENT (continued)

established covering all common usage items, a data processing system within the Purchasing Department should be implemented to control inventory items and generate buy requests based on historical usage data. Obviously, this will necessitate increasing the dollar tieup of inventory but in the long run will result in net savings to the City.

Another area of concern to this Committee is the apparent lack of definitive guidelines as they apply to modern fleet management practices. Because of budget restrictions, we have learned of units that are overhauled or repaired that under normal commercial practices would have long been retired. An active accelerated program in this area will initially result in larger expenditures; however, this will be partially offset by reductions in the cost of operating the central shops.

The Grand Jury commends Mr. T. F. Conway, Purchaser of Supplies, and his most competent staff for the excellent way in which they are handling this very important function.

REAL ESTATE DEPARTMENT

This department is the custodian of all improvements of real property owned by the City and County of San Francisco and by the San Francisco Unified School District. The main objective is to furnish real estate services for all of the other departments of the City and County of San Francisco and the San Francisco Unified School District. It handles all purchases, sales, negotiates leases, lessee and lessor, and handles the acquisition of land by eminent domain proceedings. It handles the sales and leases of properties declared surplus. These sales and leases produce income and return properties or property interests to the tax rolls.

Another function of the Real Estate Department is furnishing loan and grant finance services for the Federally Assisted Code Enforcement (FACE) Program. Under the FACE Program all buildings within a designated area are inspected and the owners are required to correct violations of the City Housing Code. Low cost loans and, for low-income owners, outright grants from the Federal Government with no obligation to repay, enable property owners to finance the costs of rehabilitating their property. The Director of Public Works is responsible for carrying out the FACE Program through the Superintendent of the Bureau of Building Inspection.

The Bureau of Building Inspection is now conducting a City-wide housing code requirement for all property owners.

We as a Committee recommend that the Director of City Planning hold additional meetings on the hard-pressed areas, inviting all

REAL ESTATE DEPARTMENT (continued)

residents and owners to come and hear about the FACE Program.

Many residents and property owners out of the designated FACE Program areas are faced with the City-wide Housing Code requirement with little or no financing available for the rehabilitation of their property.

This Committee agrees with the 1970 Grand Jury Committee that improvement can be made in the area of the interdepartmental work order procedure where the cost of services performed by the Real Estate Department are paid for by the department receiving these services through a transfer of funds. This is the proper procedure where funds are derived from special sources such as gas tax funds and the FACE Program.

The 1971 Grand Jury, as have previous Grand Juries, recommends that the functions of the Real Estate Department and the Utilities Property Management Bureau be merged. To achieve the maximum return on the tax roll, all real property acquired by the departments of the City and County of San Francisco, including the Housing Authority and the Redevelopment Agency, should be cleared through the Real Estate Department before it is removed from the property tax roll until needed.

John Leipsic

Edward R. Sherwood

Walter Duncan, Jr., Chairman

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN

The purpose of the Public Administrator is to provide for the protection of the property of deceased persons and for the protection of the interests of heirs and creditors in such property.

Various functions performed by this department include investigation, making funeral arrangements, application for letters, collection of assets, payment of all legal debts, sales of real and personal property, filing and defending suits, obtaining all county, state and federal tax clearances, and distribution to heirs and the State of California. Without a complete investigation of each estate there could be a loss of revenue to the county as well as a loss to the creditors and heirs.

This department is self-supporting and, as a matter of fact, has produced earned surplus for San Francisco.

The Public Guardian office was created in July 1960 for the purpose of providing a public officer to serve, when needed, as guardian of the person and/or estate. Without the Public Guardian, these incompetent people would be unable to collect welfare assistance, social security, and other pensions or benefits to which they are entitled.

Both of the above two offices are staffed by a total of twenty-eight employees and are ably administered by Mr. Con S. Shea, and his legal staff. Mr. Shea has indicated to this Grand Jury Committee he will not be asking for either an increase in budget or staff.

During the past year articles concerning the Public Administrator - Public Guardian, Mr. Shea, appeared in local newspapers. The articles related to the association and transactions by and between Mr. Shea and Mr. Baldo Kristovich, Public Administrator of Los Angeles County. The articles further stated that Mr. Kristovich had been dismissed by the Los Angeles Board of Supervisors and had been indicted by the Los Angeles County Grand Jury.

Our Committee pursued this matter and received full cooperation from Mr. Virgil Elliott, Director of Finance and Records; Mr. Thomas M. O'Connor, City Attorney; Mr. Thomas J. Mellon, Chief Administrative Officer; and Mr. Shea.

During the past few years, Mr. Con Shea has had four personal transactions involving Mr. Kristovich, three concerned with estate sales of automobiles and a fourth transaction, a limited partnership, California Estate Sales Ltd.

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN (continued)

Our City Attorney informed our Committee that he has reviewed all known information regarding Mr. Shea and, in his opinion, Mr. Shea is not subject to any disciplinary action at this time. However, Mr. O'Connor has been advised that a criminal trial concerning the activities of Mr. Kristovich is pending. Mr. O'Connor is aware that the transactions with Mr. Shea were the subject of testimony in the Los Angeles Grand Jury proceeding. It is Mr. O'Connor's recommendation to Mr. Mellon and Mr. Elliott that no final determination be made as to whether disciplinary action should be taken against Mr. Shea until we have had the benefit of any disclosures which may be made at the pending trial of Mr. Kristovich concerning Mr. Shea.

Presently, there is no known law which would prevent a Public Administrator or Public Guardian from having personal estate transactions with any Public Administrator or Public Guardian from any other county.

Our Committee recommends legislation be considered to prevent personal estate transactions between Public Administrators and Public Guardians of one county with Public Administrators and Public Guardians of another county.

Mrs. Lois DeCayette

Harry E. Horn

Elmo Mugnani, Chairman

DISTRICT ATTORNEY

The Office of the District Attorney is charged with representing the People in the prosecution of alleged criminals. This involves the determination of sufficient evidence or witnesses to indicate the probability of a crime and also requires the preparation of criminal charges where needed. Much time is spent in interviewing witnesses to determine their credibility. Evidence must be reviewed to ascertain its reliability for presentation in court. Considerable time is spent in working with law enforcement agencies and officers. A search for legal precedents requires frequent use of a law library. Obviously, the work done by the District Attorney and his staff on each case coming under their jurisdiction is extensive and time-consuming.

It is the primary responsibility of the District Attorney to bring cases to court as quickly as possible. National surveys have indicated that offenders in custody average 30 or more days prior to their appearance in court. By law, the District Attorney is required to bring a case to trial within 60 days following the filing of an indictment or information. Prompt trial is essential to provide fair treatment for all defendants. Consequently, the District Attorney's Office is under constant pressure to cope with the ever-increasing number of cases coming to its attention. A review of the records indicates that in recent years there has been a steady increase in felony and misdemeanor arrests, each of which requires the personal involvement of the attorney assigned to that particular case. "No warrant" felony arrests are those arrests made by police officers when they observe acts or obtain information which provide them with reasonable and probable cause to believe that a felony has been committed. The Assistant District Attorney assigned to each case must review the facts to ascertain that the laws of arrest, search and seizure, confessions and admissions, and identification are in keeping with current federal and state criminal and constitutional laws. A decision whether to initiate a felony prosecution, to initiate a prosecution on a less serious misdemeanor charge, or to discharge the arrested person must be made within 48 hours following the initial arrest. In the fiscal year 1969-70, there were 18,145 "no warrant" felony cases. This was an increase of 264 cases over the previous fiscal year. The figures for 1970-71 are incomplete but indicate that there will be a larger number during this fiscal year. In over 52% of these cases, prosecution was initiated. In 47.7% the evidence was insufficient for prosecution and the defendants were discharged.

Misdemeanor cases have shown an even greater increase in numbers, jumping from almost 34,000 in 1968-69 to 39,000 in 1969-70 and to an estimated 40,000 in 1970-71. There was an increase in the number of misdemeanor cases that were brought to court. The

DISTRICT ATTORNEY (continued)

indications are that in the coming years the number of arrests for alleged felonies and misdemeanors will continue to increase, putting ever-larger burdens on the District Attorney's Office.

In the current session of the Legislature, Section 681 of the Welfare and Institutions Code was amended, making it mandatory for the District Attorney to appear in Juvenile Court when requested by the Juvenile Court Judge. The Superior Court Judge assigned to Juvenile Court has requested that four attorneys be assigned to present cases in that court. The District Attorney does not presently have sufficient staff to comply with this requirement. The fact that the District Attorney's Office is not complying with the provisions of the law could permit the institution of a law-suit by any individual choosing to do so, and thus compel the addition of a sufficient number of attorneys to appear in this court.

The Municipal Court has added a new court, designated as Department Nineteen (19), for handling Felony Preliminary Hearings. This court should be staffed with a minimum of two Assistant District Attorneys. Because the District Attorney is unable to provide attorneys for this court, use of it has been postponed.

The findings of this Committee would substantiate the existence of a shortage in Assistant District Attorneys necessary to properly staff the courts. The District Attorney has indicated that an additional eleven (11) attorneys are necessary to fill this lack, as well as the appropriate clerical and investigative personnel and equipment for this new staff. This Committee substantiates the existence of understaffing in the District Attorney's Office.

That the District Attorney's Office is understaffed is supported by a comparison with neighboring metropolitan counties. The San Francisco District Attorney's Office has fewer attorneys, investigators and clerical workers and it carries a greater case-load.

The existing library facility in the District Attorney's Office is inadequate for proper use by professional staff. The number of legal volumes and publications of this library should be increased so that it fully serves the needs of this Office. There is a definite need for an increased expenditure of money to update this facility and to bring it up to the standard essential for a community of this size.

The importance of adequately staffing the District Attorney's Office cannot be overstated. The Mayor, Board of Supervisors and the community must support the District Attorney and his staff as they try to expedite cases brought to their attention. The increasing arrest rate reflects more crime and violence than at any time in the past. Crime and violence have increased to the point where it threatens the physical well-being of the citizens and the life of the City itself. City life is no longer safe; assault and robbery on the

DISTRICT ATTORNEY (continued)

street have become commonplace. People are attacked, shot or stabbed for small amounts of money or sometimes for no apparent reason. Women experience purse-snatching or assault. Walking on the street is no longer safe in some parts of the City. Burglary and violent entry into homes is also increasing. Once lawlessness becomes rampant, it feeds on itself. Respect for the individual and property disappears. Today, most citizens feel overwhelmed by their helplessness in the face of this mounting crime on all sides. Once the law-enforcement agencies have apprehended suspected criminals, it is imperative that the District Attorney's Office move quickly to prepare the case against the alleged criminal. Delay means possible disappearance of evidence or witnesses. Innocent persons should not be held in confinement or under suspicion. While it is important to keep anti-social individuals in custody, it is much more important to promptly release those who are determined not to be responsible for the offenses with which they are charged. Justice must be prompt but it must be fair. Understaffing of the District Attorney's Office slows this procedure and represents poor economy.

The Office of the District Attorney operates with a definite awareness of both the needs of the community and the legal rights of the arrested individual. Our Committee commends the District Attorney, Mr. John Jay Ferdon and his Chief Deputy, Mr. Walter S. Giubbini and the members of their staff who are performing an outstanding job under difficult circumstances.

George B. Gillin

Dr. Thomas S. Wu

Jack Friedman, Chairman

CITY ATTORNEY

The office of the City Attorney represents the departments of the City and County government. A deputy is assigned to all hearing Boards of the departments so that expertise may be gained in the individual problems of each department.

The City Attorney and his staff are charged with handling all of the legal actions of the City and County. This includes officers and the various commissions under the Mayor and the various boards or departments under the Mayor and/or the Chief Administrative Officer.

The City Attorney's office handled a total of 1225 legal actions and proceedings during the 1970-71 fiscal year. There were 668 tort actions handled by this office. These related to civil actions or proceedings whereby recovery and money damage is alleged to have been sustained by a person because of a death, personal injury or other claimed harms.

In fiscal year 1970-71, a total of 189 cases concerning the abatement of public nuisances were referred to this office and 191 new legal actions were filed. 109 cases were closed, almost three times as many cases as were closed in the prior fiscal year. Of the 109 terminated cases, 66 reflected rehabilitation of the premises. There are 445 abatement cases pending in the City Attorney's office.

The nuisance abatement litigation has increased dramatically in recent years, due in part to an accelerated FACE program. The FACE program, Federally Assisted Code Enforcement, includes loans to home owners for rehabilitation of premises. The program started in San Francisco in 1967 with the Department of City Planning declaring four areas to be FACE areas, namely, Arguello Park, Buena Vista, Glen Park and the Great Highway. As of June 30, 1970, these areas have been inspected, brought up to code, or referred to the City Attorney for abatement proceedings. As of July 1970, three new areas have been designated as FACE areas, namely, Bernal Heights, Alamo Square and the Duboce Triangle.

This Committee recommends the urgent need for more space to accommodate adequately the activities of the City Attorney's office. This situation has been of concern to past Grand Juries for a number of years and should be corrected as soon as possible.

New litigation is added to this department's activities constantly. This seems to have reached a point where additional assistance in deputies and secretaries is imperative. We recommend, as has been recommended before, that four legal deputies and two legal

CITY ATTORNEY (continued)

stenographers be authorized for this office. This must be done to take care of the present amount of legal work which is performed by this office.

This Committee wishes to commend City Attorney Thomas M. O'Connor and his staff for outstanding legal assistance and representation of the City and County of San Francisco.

SHERIFF

The office of the Sheriff, in most counties, is one of the most important law enforcing agencies. In San Francisco, however, the Sheriff is not responsible for normal police duties. He is the administrator of the county jail system, bailiff services, and security in the courts (both criminal and civil); he provides safe daily transportation of prisoners and is the administrator of the Civil Division. Civil deputies perform many difficult and sensitive tasks, such as evictions and service of process. During the year 1969-70, this Division collected \$1,731,151 from various sources and deposited this amount in the Sheriff's Trust Fund for disbursement to the legal claimants.

This Committee was aware of the many criticisms, both written and vocal, of the Sheriff's administration. To observe conditions and judge for ourselves the complaints and allegations of mismanagement, poor food and overcrowding, etc., we made an unannounced visit to County Jail #1 (San Francisco). This visit was in the late afternoon prior to the serving of the evening meal. Our greeting was one of much surprise, but was courteous and friendly. We inspected the complete jail facility and our findings were as follows:

1. The deputy sheriffs were proficient and professional.
2. We were impressed with the general cleanliness. The kitchen was spotless; all stoves and tables had been washed and scrubbed. The floor was thoroughly mopped.
3. We inspected the food to be served to the prisoners. It was well-cooked, wholesome and palatable. The food is within standards set by the Department of Corrections in their minimum jail standards. The cost of feeding prisoners is comparable with the national average.
4. The county jail was near its maximum capacity; any sudden influx of either local or federal prisoners would create a problem not only for the jail personnel, but the prisoners themselves in overcrowding their cells.

SHERIFF (continued)

5. We were informed that after the meals the prisoners pushed all trays and dishes through a slot in their cell doors into the halls. To a visitor coming into the cell blocks at this time, they would certainly criticize the cleanliness; but within the hour the halls would be free of the mess and the floors scrubbed and mopped.

The State Board of Corrections released a report and evaluation of its investigations of County Jail #2 (San Bruno) on March 16, 1971. This report indicates that the San Bruno County Jail is poorly designed and equipped for use as a jail by present standards. We of this Committee are in accord with the findings of the State Board of Corrections. San Francisco County Jail #2 at San Bruno was constructed in 1934. Sheriff Carberry has been denied budget requests to rehabilitate the physical structure and deficiencies within the facility. For many years, not only our present Mayor and Board of Supervisors, but past Mayors and Boards of Supervisors, have been denying these budget requests. Their official responsibility to appropriate sufficient funds has been one of benign neglect. We must improve our jails and the custodial care of prisoners so that they will not return to society bitter from their jail experiences, which might turn them against society again.

Our Committee had meetings with Sheriff Carberry, staff members and a representative of the Deputy Sheriffs Association. The State Board of Corrections report was reviewed and evaluated with Thomas J. Burns, Chief Deputy, County Jail #2 (San Bruno). All directives issued by the Chief Deputy to his staff were read. We also inspected many of the problem areas covered by the report.

During the past year many state prisons and county jails have experienced riots, acts of violence and destruction of property. The San Francisco County jail security system under the direction of Sheriff Carberry has one of the best records in the United States. It has been free of riots and acts of violence. In 15 years there has not been a stabbing, killing or maiming of even one prisoner or guard. This record is one of which to be proud.

We recommend that the Sheriff's Department request Civil Service Entrance Level Deputy Sheriff examinations be given at regular intervals so that a list of fully qualified applicants is available at all times.

The San Francisco County Sheriff's Office is not a participant in the Peace Officers' Standards and Training programs. We recommend that an adequately funded formal training program which would include instruction in basic jail operational and security procedures, correctional philosophy, use of firearms, tear gas, and other weapons, first aid, and other appropriate courses, should be provided for all new employees.

SHERIFF (continued)

We recommend that the County Jail at San Bruno be modernized in physical structure and in areas that have become obsolete over the years such as kitchen and bathroom facilities and the many other facilities of the jail that do not meet the present day standards of penal institutions.

We realize that this would require vast sums of money. We agree with the program initiated by the Sheriff, through the Mayor and Board of Supervisors, in seeking grants and funds from federal and state sources to accomplish the changes necessary to modernize County Jail #2 at San Bruno and strongly urge that they follow through with this program.

In conclusion, this Committee found during its investigation that the original intent of San Bruno Jail #2 was not the incarceration of hard core criminals. The number of felony prisoners handled 15 years ago was 715. Last year 3956 were imprisoned. This was an increase of more than 500%. The daily average population last year was 1108 as against 834 15 years ago. If this trend continues at its present rate, we can foresee that San Francisco will have to either build a new jail or certainly enlarge the existing facility.

We strongly agree with the 1970 Grand Jury that it is difficult to maintain standards in jails where there is a lack of money, insufficient personnel, and an overcrowding problem. Until these situations are effectively remedied, there will be problems with our jails -- inability to maintain strict administration rules and most unfortunate, and at times unavoidable, insufficient protection for the civil rights of jail personnel and inmates.

On the eve of his retirement as sheriff, the 1971 Grand Jury appreciates the dedicated services of Sheriff Matthew Carberry, ending almost 40 years of untiring devotion to the citizenry of the City and County of San Francisco. As a member of the Board of Supervisors, Mr. Carberry was appointed to the office of Sheriff in 1956, after serving over 10 years as a deputy assessor and over 11 years in the Police Department. We express our deepest and sincerest gratitude to Sheriff Matthew Carberry.

George B. Gillin

Dr. Thomas S. Wu

Jack Friedman, Chairman

ART COMMISSION

The Art Commission, instituted in 1932, is made up of ten members, all of them dedicated citizens serving without compensation, with Mr. Martin Snipper as Executive Director. The Art Commission is responsible for the approval of the design of any structure built on City property. This also includes the approval of any gifts offered to the City. It is the implementing agent for the ordinance which allows up to 2 percent of the cost of any public building to be spent for the building's beautification. This can be used for art works, statues, etc. It is in charge of the outdoor art show, the Civic Choral Group, and produces the summer Pop Concerts.

Another of its responsibilities is the neighborhood arts program. This program provides for consultation and assistance for neighborhood groups in all sections of the City. The materials supplied for the neighborhood arts program include a sound equipped mobile theatre, tape recorder, phonograph, projector, and general mimeograph facilities. Occasionally funds are provided for the printing of posters.

Our Committee was disturbed in two areas. First, the approval of certain projects which were widely criticized by San Francisco citizens. These projects include the fountain at the Ferry Building Park, the Dragon selected for the face of the new Health Department Building over the Broadway Tunnel, and the art work selected for the Hall of Justice. In this area our Committee recommends that the Commission attempt in some manner to involve and consult the Community Groups in their opinions on certain major art projects to be considered. We further recommend that the cooperation of our local newspapers be encouraged to bring these major art projects to the attention of all San Franciscans.

The second area which particularly concerned our Committee was found directly across the street from the City Hall in the Art Commission Building at 160 Grove Street. On April 22nd of this year our Committee met with the Executive Director, Martin Snipper, and in the course of our discussions with him were given a tour of the Art Commission facilities. The entire upper floor is devoted to providing to various neighborhood groups mimeographing machinery, materials and supplies for the production of fliers to advertise and announce upcoming art exhibits, musical shows, and other neighborhood events.

While viewing these facilities our Committee was both amazed and appalled at the type of posters and fliers that these groups were allowed to produce. In our view there were many instances where the posters and fliers displayed and in fact posted on the walls, were

ART COMMISSION (continued)

both pornographic and political in nature. We took samples of these fliers to the Mayor and found the Mayor to be equally appalled.

On December 16th two members of the Grand Jury again visited the premises and to our surprise saw absolutely no changes. The fliers, both pornographic and political, were still being prominently displayed.

Our Committee believes that inasmuch as the City provides the facilities, the materials and the equipment for these worthy purposes that the Art Commission restrain these groups from reproducing fliers of this nature.

CONTROLLER

There are two major sections that make up the Controller's Department; namely, the accounting section and the data processing section. Since a separate report has been issued on the data processing section remarks contained herein will be confined to the accounting section which is made up of the general office plus seven separate divisions. Identity of these divisions is as follows: Payroll, Accounts and Reports, Budget, Utility Audit, General Audit, Legal and Secretarial.

Webster's dictionary defines a controller as "a person in charge of expenditures or finances; especially, a government official so employed." This definition is further expanded by certain sections of the City Charter that specifically spell out duties to be performed by the Controller.

The annual report issued by the Controller for the fiscal year ending June 30, 1970, indicates that six separate accounting firms conducted audits on various City departments at the request of the Controller. Additionally, the accounts of the Controller were audited by an outside accounting firm at the direction of the Board of Supervisors. From an audit and inspection point of view, we believe the Controller has met the basic requirements as set forth by the City Charter.

This Grand Jury Committee neither has the time or professional expertise to recommend specific changes in the accounting procedures of this Department, however audits should be more current.

We do strongly recommend that serious consideration be given to the creation of a systems department that would be staffed with

CONTROLLER (continued)

qualified industrial engineers and/or systems people who could devote full time to updating current methods and procedures. With the operation streamlined, yet maintaining proper audit and control, there should be better coordination between City and County Departments. We recognize that updating the system may be contrary to some of the present sections of the Charter, however, to gain efficiency without loss of control we believe the Charter could be amended.

After the job is completed in the Controller's Department, this same group of people could perform the same function in practically every City Department to achieve maximum efficiency for man-hours expended.

DATA PROCESSING DEPARTMENT

In reviewing the operations of the Data Processing Department, this Committee was impressed with the present operations as well as their future long range plans, which include the implementation of greater capacity hardware and more sophisticated systems. In talking with many City Departments, it is regrettable that several have expressed their opinions which indicate it takes too long to get things accomplished in the Data Processing Department and programs are too complicated. In reviewing this comment with Mr. Henry Nanjo, Director of the Data Processing Department, he explained that any new program or system can only be successful and perfected in the shortest possible time when both the requesting department and Data Processing work together as a team, carefully explaining the requirements and limitations on both sides in order to reach their objective.

The Committee was disappointed to learn that the Data Processing Department is literally operating as a training center for new employees. The main reasons that this condition exists are the starting salary structure and limited tenure employment. The Data Processing Department is currently understaffed; this is primarily due to the fact that as soon as a new employee is sufficiently trained he leaves to seek employment at a higher rate of compensation.

Since more and more of the vital records of the City and County of San Francisco are retained on computer memory banks the Grand Jury Committee strongly recommends that additional budget funding be made available so that the necessary equipment required to provide an emergency standby power supply be installed as soon as possible. In the event there is an extended interruption of electrical power and a loss of air conditioning, this could cause an adverse reaction on magnetic tape files and disc packs as well as leaving certain vital departments deprived of their records. Additionally,

DATA PROCESSING DEPARTMENT (continued)

the Data Processing Center should be considered a security area and provisions made to protect all hardware against any possible civil disturbances.

Since data processing equipment is domiciled in several locations, consideration should be given to the consolidating of all this hardware in one location in order to allow for maximum utilization. The Committee commends Mr. Henry Nanjo and his staff for their continued progress in this field of electronic data processing.

Jack Friedman

Elmo Mugnani

Edward R. Sherwood, Chairman

THE DEPARTMENT OF PUBLIC HEALTH

The Department of Public Health of the City and County of San Francisco is a major human service responsible for the health and safety of the thousands of people who work and live here. It also becomes responsible for the health and safety of the thousands of commuters who work, as well as the thousands of shoppers and tourists, who flock to the City.

During the 1971-72 fiscal year it operated with an approved budget of approximately \$72-million, but this amount may actually have been closer to \$100-million. This difference may be due to the fact that San Francisco operates on a line item rather than a program budget. The accountability for the former type of budget is more difficult to maintain than for the latter. However, during the past fiscal year, the Department of Public Health was one of the few departments to adhere to a request from the Board of Supervisors to submit a program budget as well as a line item budget. Also, unlike former years, rather than seek supplementary funds, the Department of Public Health returned approximately \$3 1/2-million to the City and County.

Approximately \$9-million of the 1970-71 budget came from the local property tax base, with revenues for services rendered, reimbursement from the State and Federal governments and grants accounting for the major part of the budget. This was approximately \$900,000 less than in 1952-53, when the total budget was \$11,361,015. The Federal and State governments' contributions were greater than than now.

There are five divisions within the Department of Public Health, which are Central Office, Community Mental Health Services, Emergency Hospital Services, Hassler Hospital, Laguna Honda Hospital and San Francisco General Hospital.

Within these five divisions there are a multitude of other services which go into drug abuse, venereal disease, health education, geriatrics, special problems, inspection of food catering services, maternal and child care, etc. There are 4,624 employees within these five divisions, with 1,288 of these employees being classified as temporary or limited tenure.

Within the time limitations imposed on us, as well as our limited laymen capabilities, we did not feel we could do an adequate job on the investigation of such a complex, critical and sensitive department. Instead, we attempted to concentrate our attention on management, community mental health, the relationship between the School of Medicine of the University of California and the Department of Public Health, and the relationship between these institutions

THE DEPARTMENT OF PUBLIC HEALTH (continued)

and the community. We focused attention on the emergency hospitals. Within this range, integral parts of the operations of the Department of Public Health were also reviewed, such as Civil Service, labor-management relations, inter-agency relations with the Department of Public Health, etc.

All of San Francisco is served by the Department of Public Health, by dividing the City into five health districts. In each district there is a new health center, with four opened in 1965 and the last one, formerly Harbor Emergency Hospital opened this year. There is a multidisciplinary staff in each health center, with physicians, dentists, public health nurses, health educators, health inspectors, community health workers, and supportive clerical and maintenance personnel.

With this preliminary introduction of the Department of Public Health, we will now attempt to get to some of the specifics of this report.

Under the Charter of 1932, the Chief Administrative Officer, who is appointed by the Mayor, has jurisdiction over the Department of Public Health. He also has jurisdiction over most of the major departments of the City and County of San Francisco.

The Charter has helped to create a monstrous and unwieldy bureaucracy. Responsibility and power is so diffused and fragmented that there is no decision-maker for many problems. It is difficult to pin responsibility.

This Committee, like others before us, strongly urges that the Charter be reformed and improved so that a more effective form of government can be implemented which will consistently work for more efficient administration. Our elected officials must direct efforts to restore government to the people, who pay for it through local property taxes.

A report already submitted by another subcommittee of the Grand Jury, points out how the Chief Administrative Officer is being overburdened by assignments other than those defined by the Charter. These extra assignments usually come from the Board of Supervisors, or/and the Mayor. This refers to previous administrations, as well as to the present Board of Supervisors and the Mayor. In other words, this is old stuff.

However, it should not mean that this system should continue. Even with those responsibilities defined by the Charter, we believe, that the Chief Administrative Officer is being taxed to capacity.

THE DEPARTMENT OF PUBLIC HEALTH (continued)

Director of the Department of Public Health

Francis J. Curry, M.D., has been the director of the Department of Public Health for approximately eighteen months. Prior to his present appointment, he served as Assistant Director of Public Health Professional Programs and Services under Ellis D. Sox, M.D., his predecessor. He is a nationally recognized professional in public health. He appears to be a strong administrator, with plenty of guts and the determination to improve this Department.

Dr. Curry is also the county coordinator for the Drug Abuse Programs, and chairman of the Narcotics Task Force of the Council on Criminal Justice. As the Department of Public Health Director, believe it or not, he also serves as the hearing officer in labor-management disputes.

Even if he were better qualified than he is for this important task, we believe that it would be wiser and more efficient to have a separate public hearing officer, trained in labor-management relations, responsible to the director. Dr. Curry has a big enough challenge in correcting the many ills the department has, and in trying to solve the numerous problems that crop-up, without the added responsibility of industrial relations. It is the opinion of this committee that Dr. Curry will significantly improve the overall administration of the Department of Public Health, especially at the San Francisco General Hospital. He will also continue to improve the image of the San Francisco General Hospital, and the relationships between this hospital and the University of California School of Medicine. His task is formidable.

It should also be recognized that as he continues to move aggressively to bring about needed changes and improvements that the bureaucracy will often oppose him. To succeed, he will need the physical and moral support of the community and City Hall.

Community Mental Health Centers

We spent several hours visiting the new director of the Community Mental Health Department, Dr. Barry Decker. He replaced J. M. Stubblebine, M.D., who now heads the California Department of Mental Hygiene. Dr. Stubblebine is presently on a leave of absence.

The present State administration is shifting prime responsibility for the care of the mentally ill from the State to the cities and counties. This shift can be expected to cost the City and County of San Francisco more money to take care of our mentally ill, since the financial burden will fall harder on the City and County than on the State.

THE DEPARTMENT OF PUBLIC HEALTH (continued)

Present care of the mentally ill, in this department, calls for more outpatient service rather than confinement. Efforts by the Community Mental Health Department to put more outpatient centers, for instance, in the Noe Valley and Mission Districts, have been stopped by residents of these areas. The opposition has been able to get the majority of the Board of Supervisors to thwart the Community Mental Health Department's move for more outpatients centers.

The question of the outpatient care of the mentally ill is a very emotional and sensitive argument. The fears of people, either real or imaginary, are hard to overcome. There are some reasons for these fears. We believe, that in the main, our mentally ill are receiving good care.

There also appear to be some legitimate fears about the lack of security at 1129 Bush Street. Dr. Curry and Hospital Workers Local #250 have held meetings on this subject, and it is our understanding that the Department of Public Health director is taking steps to tighten up the security there.

Dr. Decker said that some of the mental strains in the City are because there aren't places for the newcomers or the minorities, and that we also have a transient and tourist population. If this is correct, and we don't have the capability to argue one way or the other, we believe that in the future San Francisco will be hit harder for funds to increase services in this field to a growing transient and minority population.

Because of the importance of this area of medicine to the community, and the big difference of opinion between the State and local government as to who should pay the most for these services, and the many rumors of extra-curricular activities which are flooding around, we urge that the next Grand Jury spend more time investigating the Community Mental Health program than we were able to do. We did check a couple of the many rumors we heard. We found that under aggressive pressure of the Department of Public Health, a doctor who had illegally received payment for services not rendered, he did, however, make restitution. The person is no longer practicing in this City. The accusation of a nurse who was also allegedly paid without being on the job was incorrect. She was working part time, with the approval of the Department of Public Health, and getting paid only for actual services performed. This unfairly accused nurse was not in the community mental health section.

Emergency Hospitals

There are five emergency hospitals, operating on a 24-hour basis, 365 days per year, with a minimum of one doctor, one registered

THE DEPARTMENT OF PUBLIC HEALTH (continued)

nurse, one medical steward and one ambulance driver. The staff at these hospitals, we believe, do a good job. These hospitals perform a needed service.

We visited the new Harbor Emergency Hospital at 1490 Mason Street, straddling Broadway Street. We think that this is an innovative way to use available air space. We don't know if this method costs less than a site on the ground, but we consider the hospital to be better situated in the North Beach-Chinatown section than when it was in the Golden Gate redevelopment area.

We noticed that Harbor Emergency Hospital lacked a sign to inform people that it was a hospital and that it was there for emergency services. Also, it appears that it could have been better arranged so that the ambulance could pull right up to the medical rooms, so that treatment could begin with a minimum of delay and risk. The attending physician pointed out that vital minutes, especially for cardiac cases, are lost because of this impediment.

It is difficult to determine responsibility for this error. The Bureau of Architecture and the Department of Public Works informed us that they worked with the Department of Public Health and the emergency hospital on this building. Undoubtedly they did, but the personnel of this hospital didn't build it.

Another serious hazard, which was pointed out to us, was the lack of emergency electrical power for the stairwells. To offset this defect, this hospital was planning to tie-in with the generator at the Broadway Street tunnel for power.

Not a hazard but an obvious poor job of art and public relations is the "Dragon" sculptured on the east side of the building.

The "Dragon" is supposed to be symbolic to the Chinese. But we have been informed that the Chinese community has adverse opinions of this work of art. The Chinese were further disturbed, we understand, when they found out that the City's Art Commission had paid an out-of-town sculptor \$18,000.00 for the job! We have good local artists who could have used this pay check.

THE HOSPITALS OF THE DEPARTMENT OF PUBLIC HEALTH

The Department of Public Health also operates three major accredited hospitals - Laguna Honda, Hassler and San Francisco General. Each one has different functions and, generally, different problems. Each one has a different clientele, although San Francisco General Hospital gets the same type of clients as the other two. It may not necessarily keep the type of clientele that is ultimately serviced by either Laguna Honda or Hassler, but it may be the trans-

THE DEPARTMENT OF PUBLIC HEALTH (continued)

mitting point for these patients who ultimately reach either hospital.

The Grand Jury Committee visited Laguna Honda and Hassler hospitals. As a result of these visits, as well as follow-up research and interviews with employees of these institutions, we were able to make some evaluations and recommendations which may help the employees of these institutions, the administrators and City Hall to take steps for improvement.

Laguna Honda

Laguna Honda Hospital provides good care for the convalescent and elderly chronically ill. We urge that this hospital continue to upgrade its medical care, including psychiatric and social services to the elderly. There should be support from City Hall for upgrading of services.

The buildings and grounds, we found, to be clean and well groomed. However, some of these buildings are old and are in need of improvements. There is also a need for more and better lighting to assure the employees, especially the women, of more security. In 1969 there was an attempt to have a \$1-million bond for capital improvements passed. The bond was defeated.

Every effort should be made to raise the money. This shortsightedness could prove to be more costly than if action is taken now. But, before any work is considered, a well planned program needs to be developed, which would include a good cost analysis. This suggested plan should indicate where the monies might be obtained, that is, besides the local taxpayer, i.e., grants, social security, matching funds, etc.

There are approximately 110 employees, whose ethnic and racial breakdown is: 305 - whites; 551 - blacks; 45 - Latinos; and 115 others, which includes Orientals. During the past fiscal year, Laguna Honda operated with a budget of \$12-million. Most of this budget was covered by revenues -- Medi-Cal, Medicare, insurance, pensions, Social Security and a few responsible persons who defrayed some of the costs of their relatives.

Most of the minority employees are to be found in the limited tenure category. Many of the porters and orderlies are black. They complain that some of the administrators are prejudiced and discriminate against blacks.

In addition to the charges of racial discrimination, there are complaints about low pay for them at Laguna Honda, as compared to comparable slots, for instance, at City Hall, where janitors are paid more. Also, they can't expect salary increases. Furthermore,

THE DEPARTMENT OF PUBLIC HEALTH (continued)

limited tenure does not provide them with health insurance paid by the City and County. These workers can not be part of the retirement system, or expect job security. We believe that a serious injustice is being committed on these employees.

Although not obvious, race relations are tense here. Recently, workers who are members of Local #250, Hospital Workers Union, AFL-CIO, pulled a sit-in after a confrontation with the director of nurses. After hours of negotiations, Dr. Curry was able to take command of the situation. These employees trust him, we understand. They agreed to give him time to bring a positive solution to the problem. They are back on the job.

Salaries for the assistant administrator and medical director, we understand, are approximately 25% below what private hospitals pay. They, too, are under-paid. Of course, their jobs may be more secure through Civil Service than if they were employed by a private hospital. But this is not the remedy for this discrepancy in pay for comparable workers.

We offer the following recommendations:

1. People trained, educated and qualified in hospital administration, with a proven record of competency, should be appointed as the hospital administrators and assistants to the administrators. We understand that this is not true at Laguna Honda. Rather, people who have come through the Civil Service ranks, with administrative and/or office experiences in some other department usually have filled these slots.

2. Pay, equal to the scale of private hospitals, if personnel compare in education, training and competency.

3. Pay for porters equal to that paid to janitors at City Hall.

4. Improved pay for the orderlies. If wages or salaries don't compare with those of private hospitals, they should.

5. Training programs to upgrade the lower skilled workers.

6. Elimination of the limited tenure classification, at least, for the unskilled and semi-skilled hospital workers.

7. Use of licensed vocational nurses on the night and graveyard shifts under the supervision of registered nurses. This policy would be preferable to the current one of using mostly registered nurses on the aforementioned work shifts. We believe that there would be a worthwhile saving, if this recommendation was accepted.

THE DEPARTMENT OF PUBLIC HEALTH (continued)

8. A sensitivity program on race relations for all of the employees, especially the white personnel. We think that the City's Human Relations staff could assist the personnel of Laguna Honda. We consider this recommendation of prime importance.

Hassler Hospital

Located about a thirty minute ride from San Francisco near Redwood City, is the accredited Hassler Hospital for chronic diseases. The administrator is Dr. Szu T. Tsou. In our opinion, he and his staff are providing excellent care for the chronically ill.

We found Hassler Hospital to be clean, well maintained, and the people working there to be friendly and courteous. The relationships among the employees -- professional, administrative, skilled and semi-skilled -- appeared to be very good.

This hospital provides a wide range of services for its patients, with the costs for medical and hospital services primarily paid by either the patient himself or the State and Federal governments. However, to meet the demands made for services and better care, Hassler Hospital will have to raise the standard of patient care. The raising of these standards has to come through better trained and supervised employees, improvement of the plant and replacement of obsolete equipment.

There are two areas which need to be improved. First, the Occupational and Physical Therapy staff; second, additional rehabilitation and recreational areas, along with good recreational equipment.

Other recommendations we propose are:

1. Extending the automatic fire extinguishing system into the main kitchen, as well as to the hoods of the stoves and storage rooms.

2. The automatic sprinklers should also be extended to the remainder of the men and women staff quarters. These recommendations are extensions of recommendations made in June 1971 by the Joint Commission on Accreditation of Hospitals.

3. Relocation and remodeling of the clinical laboratory, pharmacy and administrative offices should also be undertaken, to keep pace with the upgrading of services.

THE DEPARTMENT OF PUBLIC HEALTH (continued)

Volunteer Groups

In all of the hospitals we mentioned, we noticed the fine work of the volunteer groups affiliated to each hospital. Without their fine work and dedicated service to the patients of these hospitals, as well as their commitment to the community, the cost of providing extra needed services to the patients and their families would be more expensive.

The men, women and youths who voluntarily provide these extras, and bring some happiness to people who are hospitalized there are to be commended highly for their services. They are needed, as well as wanted.

San Francisco General Hospital

San Francisco General Hospital, (SFGH) located in the Potrero area of the Mission District, is the glamorous and most controversial section of the multiagency and multiservice Department of Public Health, (DPH). This hospital, we believe, provides good medicine and, in general, good patient care.

These facts should not be obscured by the severe criticism this hospital has received from many different quarters of the City for a variety of reasons for a number of years. Neither should we forget, or fail to understand, that working here are many fine and dedicated people committed to providing excellent medicine, patient care, service and administration.

Much of the adverse criticism this hospital has received in the past and is getting now has been earned by the serious defects in the operation and management of this institution. However, the many hours we spent in the investigation and research of this hospital leads us to believe that others responsible for its shortcomings have managed to hide themselves well. There are many partners involved in this hospital.

Like the Department of Public Health, the San Francisco General Hospital has a comparatively new administrator. Both have a very difficult task before them to improve the operation and management of this institution. They have inherited an extremely difficult situation. To succeed they will need the guts and determination to insist on administrative and operational excellency. They will need to improve the communication and coordination of all of the elements involved in the operations of the hospital. They will also need to reach out more into the community for help, but, to get this

THE DEPARTMENT OF PUBLIC HEALTH (continued)

assistance, they will need to involve the citizenry more than previous administrations have done, or been willing to do. And of utmost importance, they will need stronger backing from City Hall than this hospital has previously received.

For years San Francisco has been the traditional health care center for Northern California. This City has many fine hospitals and health centers, with only two of these hospitals serving the southeast section -- SFGH and Saint Luke's. There are over 2,000 physicians in this City and County, with only about 130 serving in the South of Market area, which includes the Mission District and Hunters Point. This geographical area has about 38% of this City's population, or about 285,000, and covers about 20 square miles.

According to the San Francisco Comprehensive Health Planning Council, Hunters Point and the Mission District are areas with critical unmet health care needs. But SFGH is the hospital for all of San Francisco, not just for the South of Market area. Because of its location and this area's critical need for more health-care, and its shortage of doctors, hospitals, etc., the Mission District and Hunters Point consider it their hospital.

This hospital also provides general hospital and surgical care, and psychiatric care to the City. It is also the trauma center for this community and the dialysis center for Northern California.

This is also an accredited hospital and under a contract with the School of Medicine of the University of California (UCSM), it provides a graduate training program for physicians, dental surgeons, and paramedical people.

Last March the Joint Committee on Accreditation of Hospitals (JCAH) made a three day survey of San Francisco General Hospital. This Committee gave SFGH a one year accreditation, and listed 17 major areas of deficiencies.

Many of the deficient areas were attributed to inefficient housekeeping, a "deteriorating and functionally inefficient plant." The quote is from the JCAH's report, in addition to lack of sufficient management control, etc.

To the credit of the DPH and SFGH, prompt moves were made to correct as many of the deficiencies as possible. Some of the defects due to the old building, undoubtedly, will be corrected with the construction of the new hospital. However, DPH and SFGH leadership expressed some doubt as to whether they could correct the housekeeping deficiencies noted by the time the JCAH is expected to return for another inspection sometime in early 1972. The deficiencies pointed out are expected to be eliminated when construction of the new hospital is completed, which won't be for about two years. The Department of Public Works is responsible for this task, but under

THE DEPARTMENT OF PUBLIC HEALTH (continued)

the monetary and personnel restraints imposed by the City and County on the DPW, as well as DPH and SFGH for this important work, it is our opinion, that Public Works is fighting a losing battle. The present hospital is old, and more funds should be allocated than are budgeted for maintenance.

If accreditation is lost, SFGH will lose the School of Medicine, and all of the grants generated by UCSM, as well as Medi-Cal and Medicare and some other very important components.

Coordinating Council

Last August 5th, the Board of Supervisors passed Resolution No. 359-70, which established a Study Committee on the Operation of the San Francisco General Hospital. There are 18 people on this committee, plus an executive director, who was recently hired. There are a number of lay community people along with professionals from U.S., SFGH, DPH and the private physician. This group is known as the Coordinating Council of the Board of Supervisors' Study Committee on the Operation of the San Francisco General Hospital. It will operate for approximately 15 months under a \$73,000.00 grant from the U.S. Department of Health, Education and Welfare.

According to the member of the Board of Supervisors who is chairman of the Supervisors' Committee on Health and Environment, the study has two purposes: 1. To cut through the bureaucratic fat to provide a flexible and crisis hospital; and 2. To establish a community hospital, to involve the consumer, the providers - public and private - and others in the governance of the hospital.

These are difficult goals, but admirable. If this Coordinating Council succeeds they will have performed a major service for the people of this City.

Administration

As noted before, SFGH has a comparatively new administrator, with a Master's Degree in hospital administration. In addition to his degrees, he has had experience in his profession.

There are conflicting stories given as to his competency. We are not qualified to make judgment on this subject. But we know that several attempts have already been made by vested groups, including a group of interns, to get him fired. He sits on uneasy ground.

The new director was hired after a nationwide search by a committee set up to find a new administrator. Out of a list of 40

THE DEPARTMENT OF PUBLIC HEALTH (continued)

possible candidates, the committee keyed in on four. In response to the increasing number of patients from the ethnic minority this committee sought an administrator from this population.

We understand that a low salary and the lack of administrative control desired by an experienced and proven hospital administrator deterred three of the other candidates from accepting the job. One of these three was given a boost in salary from the city where he headed a major public hospital, so he stayed there.

The administrator told us he took this job because, after looking over the situation, he felt that SFGH needed help, and that he could provide the quality of assistance needed. He also, in answer to another of our questions, told us he investigated the local scene before taking to the job, but he didn't realize San Francisco had such a rigid government before he accepted.

The new administrator is already making moves to implement his plan to improve the administration at SFGH. He has asked the Board of Supervisors for the administrative backup he feels he needs, which is in line with recommendations made by Ross-Touche, consultants to the hospital. These new slots would be exempt from Civil Service. We believe this administrator should be given reasonable time to implement his plan for improvement. However, we are also of the belief that if he can't produce, he should be replaced. But, first he must be given a fair chance to do his work. We also hope that he receives full cooperation from his colleagues, as well those from other departments who are part of the hospital's operations, but who do not work for the Department of Public Health.

Civil Service

Although there has already been a report submitted on this vital branch of our local government, we feel that we should add our comments as they pertain to the Civil Service activity at SFGH.

We believe that most of the ills of SFGH are due to the inefficient and rigid system of Civil Service. Civil Service was established to provide job security, better selection of personnel and, perhaps, more efficiency and accountability. Undoubtedly, it is providing job security and protection for those in the system, but we doubt if it is, in so far as SFGH is concerned, providing better personnel, more efficiency and accountability.

We were informed by the DPH that it took Civil Service ten months to setup the examinations for the caliber of accountants recommended by last year's Grand Jury for SFGH. We think that this important step could have been taken much sooner.

THE DEPARTMENT OF PUBLIC HEALTH (continued)

Often this hospital has had to take rejects from other departments, and/or people not qualified to perform the job requested by this institution. The rule of one has also prevented this department, as well as others, from getting the most competent persons.

We suspect that the recently appointed director of Civil Service will need more than his youth and political acumen to improve this department of government. We pray that this system will not embrace him so fondly; nor that he will respond so warmly to its romantic overtures, as to lose sight of the demand for reformation. We hope he is able to do the job that has to be done. If he can't correct the deficiency, then it might be time for the citizens of this community to consider if a better system can't be implemented, and the old one done away with. We realize that the new Civil Service director will need time to get this department improved, and he should certainly be given this time, but we also urge that realistic goals be established to make the needed corrections within a reasonable period.

Further, we recognize that there are many excellent and dedicated people working in Civil Service who want change for the better; we also know that there are top administrators in our local government, and we hope they can gather their forces to assist the new director for improvement.

Limited Tenure

It is very disturbing to learn why the classification of limited tenure has been permitted to exist so long. It is equally disturbing to learn how it is abused by the system, and used to entrap, generally the disadvantaged and the poor. It is discriminatory! It is true, as recently noted in newspaper articles, that a number of the Mayor's appointees, the Supervisors' administrative assistants, and a few others in key positions, are on limited tenure status. But, it should be pointed out, that these people are generally well paid, can afford to pay for some kind of health insurance, and their jobs can be expected to be stepping stones to much better positions.

However, the same can not be said of the porters, the laundry workers, and other menial employees, as well as some of the guards, who aren't as well protected. Of the 1800 employees at SFGH, there are 600, or approximately 33% on limited tenure, most in lowly classified jobs.

For these people working in the important supportive service roles of porters, laundry workers, etc., there are very few, if any incentives for improvement. The system kills any motivation people on limited tenure may have when they start working at SFGH.

THE DEPARTMENT OF PUBLIC HEALTH (continued)

Once there were probably sound reasons for limited tenure, but as a result of its prevalent abuse and misuse, there must be a better way to employ people either for a short duration, as needed, or within a reasonable time to take an examination for the job.

General Service Building

The new General Service Building was completed this summer at a cost of approximately \$5-million. This structure houses the hospital laundry and power plant.

We can understand, and generally appreciate, that in any new structure there are going to be normal errors and omissions. We can also understand that because of inflation, and other economic factors, some things needed had to be cut out of the plans.

But after visiting both the laundry and power plant several times, and hearing the complaints of the laundry manager, the stationary engineer of the power plant and the SFGH administrator, we believe that City Hall should have held back more than the \$500,000.00 retained from the full amount of the contract to pay for replacements or to correct defects. We feel, "We wuz robbed!"

In June, the DPH began to complain to the Bureau of Architecture that the building was inadequate and that they were having serious problems with the equipment, but it wasn't until about September that steps were taken to get the general contractor to fulfill his contractual obligations. Some of the complaints voiced to this Committee were:

1. The power plant stationary engineer claimed his advice on the size of generators needed was not sought. The noise in this plant has been almost unbearable. The noise level has been reduced by adding baffles and other equipment, but the men there can't work for long periods of time without seeking relief.

2. One of the generators was inoperable for a considerable length of time because the piece of equipment needed was manufactured in Dallas, Texas, and it couldn't be replaced until a man was sent from Dallas to work on it. We understand that this equipment could have been purchased in California.

3. The laundry manager stated that the new laundry equipment was ordered from different companies than he had suggested.

4. The building doesn't have an outlet for the laundry's heavy equipment if major work is needed. A wall of the building would have to be torn down to get the heavy equipment out, or it would have to be raised by crane through the roof.

THE DEPARTMENT OF PUBLIC HEALTH (continued)

5. The lint collector is so powerful that it draws in too much lint, and since it can't hold the amount drawn it discharges lint into the working areas. Another problem is created by the excess of lint.

6. Instead of installing a freight elevator, a passenger elevator was installed, which is inadequate. Furthermore, this elevator many times does not operate.

7. The employees have to pour bleach by hand, because the equipment is different than what was required and water pipes could not be connected to expedite the flow of this material.

8. There aren't any hot and/or cold water connections in the soil room, so this section can not be cleaned after it is used. Water has to be hauled in to clean the floor.

9. The soap platform is inadequate. The pipes leak and cause soap to drip on to the floor. When this Committee visited the laundry area, two employees had slipped on the floor and were injured.

10. The air conditioner does not work properly. This last summer because of the heat in this area the employees refused to work until the air conditioning system was improved, so that they could work.

11. Because of the noise the too-powerful lint collector makes, it is not possible for people to hear addresses or messages over the public address system.

12. The ironer could not be used for many weeks because of a lack of a \$300.00 transformer.

13. Because of some of the defects pointed out, the laundry has had to work a seven-day schedule when it would have been working five to six days.

We should clearly point out, that the defects of this building can not be attributed to the administration of SFGH and DPH. Responsibility lies with the Bureau of Architecture and the Department of Public Works.

The defects in this building and in the type of equipment which was installed in both the power plant and laundry, over the objections of personnel there, and in some cases, without their knowledge, are going to cost far more than the approximate \$5-million chargeable to this structure.

THE DEPARTMENT OF PUBLIC HEALTH (continued)

University of California School of Medicine

San Francisco General Hospital is administered under dual-command. The city controls all funds, service personnel and house-keeping functions. The hospital administrator answers to a chain of command which includes his immediate supervisor, the Director of the Department of Public Health, the Board of Supervisors, the Chief Administrator Officer, the Mayor and the Controller.

U.C.'s School of Medicine provides all medical-service personnel, physicians and dentists. The medical-service personnel are under the command of the U.C. School of Medicine. This chain of command brings in the various chiefs of the medical services up through the Dean and Chancellor, and finally to the Board of Regents and the Governor of the State.

This two-headed command has led to many problems between the School of Medicine and the Department of Public Health. Some of these problems have gone out of this arena and into the broader community. Even without this dual-command, there would be many problems between the administration and the physicians, but this situation is compounded by the different independent units which are involved in the day-to-day operation of this hospital. The walls may be dirty. The floor may have the strong smell of urine, as was noted in a ward the Grand Jury visited. A doctor or a nurse may act as a porter to clean the walls or the floor, but it is possible that there will not be any improvement. The porter may or may not do what he has been asked to do.

A request for medicine or a desk or a small piece of equipment often has not been acted upon within a reasonable time, or the request is refused and the physician often isn't told about it, or given a reason, until numerous weeks have passed. Until recently, San Francisco General Hospital didn't have a person directly responsible for purchases. They do now.

These problems, which may not necessarily be big, grow and increase tensions between the medical staff and the personnel of the hospital, who are responsible to the Department of Public Health. Also, physicians are quite sensitive people and they usually expect their demands to be heard and executed.

Fortunately, it seems to us, San Francisco General Hospital, the Department of Public Health and the School of Medicine all have comparatively new leadership, which is trying to resolve a number of the problems which exist. We foresee a tough job in solving these problems, not only because of the dual roles, as explained above, but because of resistance to change from older employees and ingrown distrusts and suspicions.

THE DEPARTMENT OF PUBLIC HEALTH (continued)

There is a need to bring in the private physician, many of whom received their medical training at San Francisco General Hospital and at U.C. School of Medicine, without them losing control of their patients. There is, we think, a need for the School of Medicine. It is able to provide patients at San Francisco General Hospital with a quality of medicine not found in many cities of this country. But the old battle of "Town and Gown" is not going to be resolved soon.

The private physician and other people engaged in the health field are very suspicious of the School of Medicine. They fear that the School of Medicine wants to be the "medical czar" of the San Francisco Bay Area. People at San Francisco General Hospital and the Department of Public Health also fear the School of Medicine.

The new Dean of the School of Medicine, however, emphasized that this was not true. They want to provide good medicine under good teaching and research conditions.

Recently, the DPH and SFGH, the U.C. School of Medicine and the San Francisco Medical Society joined forces to oppose a move by the Office of Economic Opportunity to have the School of Medicine extend its services to the Mission Neighborhood Health Center. If the OEO's Condition 14 is imposed it can well mean the end of effective community participation in the administration and the providing of health services to the poor and/or disadvantaged.

The DPH and SFGH, the U.C. School of Medicine and the San Francisco Medical Society are to be commended for their opposition to the OEO's Condition 14.

List of Recommendations

1. There should be given serious consideration to establishing the Department of Public Health as an independent unit, responsible to the Mayor, the Board of Supervisors, and a strong commission. This commission would be representative of the poor and disadvantaged consumer, as well as the middle class consumer, the physicians, private and public, the health field, the Board of Supervisors and the Mayor.

2. If the above recommendation poses too many problems, fiscal and political, then we suggest that the three major hospitals, San Francisco General Hospital, Laguna Honda and Hassler, be placed under one component, with an aggressive and experienced administrator, who would have qualified administrators and staff, by education, training and experience, at the helm of each of the three hospitals. These hospitals could be supported by setting up a special hospital district.

THE DEPARTMENT OF PUBLIC HEALTH (continued)

3. The administrative organization currently being considered for the hospital, should be established without further delay. This organization must include an Associate Administrator, as well as three Assistant Administrators, a Chief Accountant, and the upgrading of the Director of Nursing to Assistant Administrator, for the hospital to be administered properly.

4. A charter amendment should be submitted to the voters, as soon as possible, requesting approval for exemption from the Civil Service system of the administrative positions listed in number three above.

5. The requested reclassification should be accomplished immediately in order to provide a full time Personnel Analyst at the hospital. This will allow analysis and re-classification of present positions for the most effective use of personnel.

6. A Training Officer and Staff should be hired to work full time at the hospital in order to provide proper in-service training for all departments and provide training for promotional opportunities for hospital personnel.

7. San Francisco General Hospital should have a Maintenance Department and a budget for this Department under the authority of the Hospital Administrator, not under the Department of Public Works. The budget should provide sufficient funds for complete maintenance, repairs and approved alterations of the buildings and grounds. In the interest of economy and efficiency, the Maintenance Department should consist of the necessary nucleus maintenance staff with extra services needed from skilled craftsmen being "purchased" by the hospital from the Department of Public Works on a "work order" basis.

8. The psychiatric, alcoholic, methadone and other services within the hospital, presently supervised by the Community Mental Health Services of the Department of Public Health, should be placed under the authority of the Hospital Administrator, by contract between the Community Mental Health Services and San Francisco General Hospital. These services should be administered as an integral part of the hospital, following the same policies, budgetary procedures and approvals, etc., as all other services of the hospital.

9. Sensitivity training on race relations for all employees, especially the supervisors, administrators and health and medical professionals.

10. Sufficient funds should be provided to the Department of Public Health to do the housekeeping job to assure accreditation for two years or more.

11. In view of the probability of a National Health

THE DEPARTMENT OF PUBLIC HEALTH (continued)

Insurance program in the near future, and the move towards more preventive medicine than hospitalization, the Coordinating Council of the Board of Supervisors, and the City should seriously consider if the new hospital has to have 600 beds.

12. The DPH and SFGH should take the lead in developing and implementing a cooperative program to meet the health needs of the South of Market area, including the southeastern part of San Francisco. The private physician, the private hospitals, as well as the community groups involved in health programs, and the UCSM should be part of the team participating in the development of this health program.

13. The SFGH and UCSM should move rapidly to implement a program for bringing in the private provider under an arrangement jointly developed and approved by the private provider, SFGH and UCSM.

14. The DPH should make certain that the private physician does not lose his patients, nor that his income is lessened, as he is brought into the San Francisco General Hospital. The patients of the private provider, especially those living South of Market, including the Mission District and Hunters Point, should not lose their doctor if taken to SFGH.

15. An in-house coordinating council of all the departments and different forces involved in the operation, maintenance, administrative and professional services should be established to improve the communications and working relationship among them as well as to lessen tensions and develop a better understanding of the roles and responsibilities of each.

16. We believe that many of the recommendations made by this committee, as well as consultants privately hired by the DPH may be accomplished within the existing budget. We would not recommend additional monies for the Department of Public Health until it is proven that extra funds are needed to improve the administration.

Alfred Gee

Harry E. Horn

Leandro P. Soto, Chairman

COMMENTS

The following recommendations and suggestions have been developed with the thought of improving the Grand Jury system. They are being submitted for the consideration of future Grand Juries.

1. Support the movement to establish two Grand Juries made up as follows:
 - a. For indictment, jurors should be selected from lists of qualified voters, similar to regular juries with a recommended 4-month term of service.
 - b. Investigative jury - individuals selected for this assignment should be subjected to intense screening. Consideration should be given for experience in business, labor or community organizations and demonstrated leadership and common sense, experience and education. They should be selected exclusively to be a strong watchdog for the City.
2. The Grand Jury must have prompt and meaningful instructions. Prior to their investigations they should be informed the purpose and functions of each department.
3. Committee assignments - background resumes of each grand juror should be provided to assist in committee assignments. These assignments should be made within 30 days.
4. Time requirements - prospective jurors should be informed in detail the time required to perform all grand jury functions. They must agree before impaneling that there will be no prolonged vacations, no tardiness and no absenteeism.
5. Foreman - the Foreman is the key to the success and efficiency of the Jury. Those with previous experience in handling similar groups should be given preference in the selection process.
6. The Mayor, Board of Supervisors and the Presiding Judge should encourage and fully support the Grand Jury. While not committed to agree with all the

COMMENTS (continued)

recommendations, they should assure the members that their work will be meaningful and authoritative.

John S. Leipsic	Elmo Mugnani
Timothy J. Twomey	George B. Gillin
Daniel J. O'Hara, Jr.	William S. Corvin
Walter Duncan, Jr.	Jack Friedman
Harry E. Horn	Will Tsukamoto
Alfred Gee	Mrs. Diantha M. Nielsen
Leandro P. Soto	Dr. Thomas S. Wu

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GRAND JURY *Annual* REPORTS



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FINAL 1972 GRAND JURY REPORTS

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MEMBERS OF THE 1972 GRAND JURY
IN AND FOR THE
CITY AND COUNTY OF SAN FRANCISCO

Earle B. Brehaut	Selmar J. Monro
Mrs. Lois T. Caesar	Earle V. Mull
Neil D. Chaitin	Ernest J. Nackord, Jr.
Andrew C. Glover	Primo R. Repetto
John A. Guilfoy	Byron J. Samuel
Peter C. Hanu	Bertram H. Shaughnessy
Maurice S. Lanning	Dr. Ernest A. Siegel
Mrs. Camille Leong	Anastacio Q. Ver, Jr.
Clifford W. Westbrook	

Mrs. Ella G. Cahn, Secretary

William E. Goetze, Foreman

Impaneled, January 19, 1972

Discharged, January 16, 1973

List of Interim Reports, Special Reports and Position Statements
Issued by the 1972 San Francisco County Grand Jury

<u>DATE</u>	<u>SUBJECT</u>
April 27, 1972	Special Report on San Francisco County Jails and Sheriff's Department
June 16, 1972	Statement opposing the establishment of an Electronic Data Processing Priority Committee and recommending that an outside expert be engaged to audit the present system
August 3, 1972	Interim Report, Board of Education, San Francisco Unified School District
October 18, 1972	Statement in opposition to the re-opening of Park and Potrero Police Stations (Proposition K) and in support of the Police Department's proposed reorganization plan
October 30, 1972	Statement supporting consolidation of the M.H. de Young Museum and the California Palace of the Legion of Honor under one board and one administrative staff (Proposition J)
November 13, 1972	Special Report Calling for Major Relocation and Reconstruction at City Hall (Possibility of acquiring the Metropolitan Life Insurance Building as a City Administration Building)
November 27, 1972	Special Report on the Hotel Tax and Convention Hall Management
November 27, 1972	Interim Report on the San Francisco Zoo
December 5, 1972	Special Report Recommending Written Procedures For Discretionary Service Contracts

Note: Copies of these Reports are on file in the County Clerk's office

1972 SAN FRANCISCO COUNTY GRAND JURY

Honorable Byron Arnold
Presiding Judge, Superior Court
City and County of San Francisco
San Francisco, California

Dear Judge Arnold:

Herewith is the foreman's "retrospective" on the Grand Jury's work in 1972.

First, some comments on the Grand Jury System:

Each of us has developed a great respect for the system that enables a group of citizens to inquire into the operation of their City and County Government and report their findings through you to the people. We have found that most people know the Grand Jury is concerned with criminal matters, but all too few recognize that this is but a small part of the work. The greater responsibility, by far, which demands much more from the individual Juror is the legal obligation to inquire into each department of City and County Government . . . and to issue a written report on the findings.

The law does not stipulate how many hours each Juror must spend in this obligation . . . it is a matter of individual discretion and ability. Neither does the law state that each department is entitled to competent, thorough and even-handed assessment, which is clearly a moral obligation. This leads naturally enough to the subject of Juror selection which has been challenged this year in public discussion, by legislation and by legal action.

It is interesting to note that while the Grand Jury is selected by the Superior Court and is an arm of the Court, it is not likely that any practicing lawyer and, hence, no Judge has served as a Grand Juror. Therefore, the only people who know precisely what happens behind the closed doors are the Jurors themselves . . . and they are in the best position to reflect on the qualities required for Grand Jury service.

The primary consideration must be whether the proposed Juror is willing to serve and is able to spend the very extensive amount of time required. The proposed Juror must have an inquiring mind and know how to ask questions. The candidate must be fair minded, free of prejudice. The person must be intelligent and have

capacity . . . defined as the power of receiving and holding knowledge. Finally, the individual must have the ability to articulate in writing. These qualifications must take precedence over age, sex, ethnic origin and socio-economic status if the citizens are to be properly served by the Grand Jury.

In the course of our term two bills were proposed to create two Grand Juries. The so-called Grunsky Bill (S.B. 813) that would have made two juries obligatory failed to pass. The Moscone Bill which did, allows the Presiding Judge the option of two Grand Juries. If a criminal Grand Jury is impaneled, its selection must be from voter rolls and the so-called Civil Grand Jury, selected from nominations by Superior Court Judges, would be excluded from hearing criminal matters. The 1972 Grand Jury opposed S. B. 813, and opposed the provision in the Moscone Bill that prevented the Civil Grand Jury from hearing criminal matters on the basis that the Civil Grand Jury was, indeed, fair minded in criminal matters. The high degree of guilty pleas and petit jury convictions following indictment speaks to this point. And further, in hearing criminal matters the Grand Jury has an excellent opportunity to observe the quality of work performed by deputies and assistants to the District Attorney's office, the nature and quality of the work performed by the police, including homicide, narcotics, inspectors, the crime lab . . . in fact, the whole range of police work, and also the work of the Coroner and his staff. Each of these departments must be inquired into and, through criminal presentations, the Jury obtains valuable first-hand observation. Of even greater importance is the fact that the Grand Jury by hearing criminal matters learns what is going on within the City . . . a must to an effective Juror.

While the Moscone Bill is now law, I hope that in the future an amendment can be passed by the Legislature to strike this restriction upon the Civil Grand Jury should two Juries be selected. For the record . . . no Juror after this year would ever want to hear a criminal case, so sordid and unpleasant is each one, but all would recognize their value in making an assessment of crime and law enforcement in our City and County.

The 1972 Grand Jury recommended privately to the Court that certain changes be made in the Grand Jury term of office. I recite those recommendations so that they can be made a part of the public record.

The Jury proposed that future Grand Juries have a fiscal term of office to coincide with the city's fiscal year. This would probably require legislative action and I commend it to the consideration of the 1973 Grand Jury.

A fiscal term would enable a Grand Jury to make intelligent City budget analysis. As it is now, new budgets are submitted as the incoming Grand Jury is getting organized, a Grand Jury ending its term in mid-January just before budgets are submitted.

We also recommended that the future Presiding Judge be selected two months prior to his term of office to enable him to select the future Grand Jury. We recommended that a new Grand Jury, selected but not impaneled, be given a course of indoctrination on the organization of City and County Government so that by the time they are impaneled they know each other and have a journeyman's knowledge of the Charter, the administrative codes and the departmental structures which will undoubtedly result in much greater Jury effectiveness much sooner, and with only the expenditure of effort, not money.

The Grand Jury office (which is also the Superior Court office for petit jury selection and administration) and the Grand Jury deliberation room (which is also used by the petit juries) are woefully inadequate. The former is too small, not secure with its open partitions and lacks vital equipment such as file cabinets and desks for the Jury Foreman and Secretary. The Jury Consultant (a lawyer) who is invaluable is foolishly burdened with typing, taking dictation and filing . . . with little or no space to file. The adjoining Post Office activity is noisesome with time-date stamps banging and voices heard across the open partitions. Ventilation is non-existent and the constantly humming lights are distracting. At the very least, until more appropriate space can be found, a steno-file clerk must be added to the office and also four file cabinets. This is all very prosaic, but necessary.

A way must also be found to get rid of the old furniture stored in the Jury deliberation room and a table and chairs provided so that nineteen Grand Jurors can sit together, rather than have seven sit behind the others with brief cases and papers in their laps.

I believe this Grand Jury performed significantly in several instances not reported in the ensuing final reports and that should be in this record. Interim reports were initiated and made possible only by early organization of the Jury and intensive work from the outset. The interim report serves a useful purpose. It is a report occurring during the term of the Jury rather than at the end. The Jury is present to be queried and to institute follow-up reports. Obviously this must only be done with thorough preparation. Our interim reports are itemized in this final report and are on file in the County Clerk's office.

We called a meeting with the newly elected Board of Education members before their term officially began. This was the first time they had sat together as a group. The Grand Jury Educational Committee reviewed the recommendations in its Interim Report and urged unity among the members to seek more orderly meetings and to avoid involvement in matters that were staff administrative responsibilities. I believe we had a very salutary effect on the improved policy posture of the Board. Such a privileged meeting can only be held with the Grand Jury.

A significant detail not reported in the Airport Committee's report is this: When it became known that an \$800,000 claim was filed against the City by a private contractor over construction delays, the Board of Supervisors immediately called for a public inquiry. The Chairman of the Airport Committee and the Foreman reviewed the extensive investigation of the facts by the City Attorney's office upon which was based their recommendation that the Board of Supervisors accept a negotiated settlement of \$312,346. The facts spoke clearly in favor of this recommendation and the Committee Chairman and the Foreman suggested to the President of the Board that a public hearing be delayed until the Supervisors could study the work of the City Attorney. This was done and the settlement accepted. A public ventilation at this point could have frustrated a settlement and could have cost the City substantially more.

Now that the settlement has been made and other claims are unlikely, it is time for the Board of Supervisors to bring about a public hearing on the omissions surrounding such a large settlement. The fact that the amount is recoverable from the airline concerned through rent increases should not be a deterrent to open public inquiry and the Airport Committee so recommends.

Narcotics and their illegal use was a matter of great concern to the 1972 Grand Jury. We felt that we did not possess the assets to provide meaningful solutions. There are, after all, many highly professional groups, both public and private, working on this problem each day. So much of the crime we heard about was drug-oriented that a Juror could not help but be deeply troubled. We did what we could and our work calls for future expansion. We called a meeting of all City departments to review the drug abuse educational material available to and turned out by the San Francisco Unified School District. There simply was not time nor expertise to issue a definitive report on this subject. Many Jurors and some enforcement officers were concerned with the naivete of some material. The battle is lost when the children know more than the educational material presents and they laugh instead of listen. A word to our educators . . . coffee and

martinis, harmful or not, were not the area of our concern . . . ruinous hard drugs were. I hope future Grand Juries can keep an eye on this vital link in the drug chain, the realistic and sophisticated education of our children against using drugs.

The City Charter did not fail to come under our scrutiny. But here again we were helpless against the magnitude of such study. Moreover, there was a special Charter Revision Committee that issued an intelligent report despite great disadvantage and ultimate dis-membership of the Committee. I commend Father Timothy L. McDonnell, S. J., Chairman of that Committee, who has performed an heroic public service.

The City Charter is like the weather . . . all anyone does is talk about it. It is my opinion that there are grave weaknesses in the City Charter, most City officials agree, and continuing pressure for its revision must be kept up.

Our special audits of selected City and County functions are of especial significance. I wish to acknowledge your role in making them possible. The initial work was achieved through the co-operation of the Controller who authorized Main-Lafrantz and Company, the private City auditors, to report directly to the Grand Jury. This work was achieved without added cost to the City and resulted in recommendations, which if followed, should result in greater safeguards and savings to the City. Other audits were made as an out-growth of this work by exercising the Grand Jury's rights under Section 926 of the Penal Code. Your cooperation and support made this possible and we are grateful to you, as should be the citizenry.

I was in frequent contact throughout the year with William Becker, Director of the Human Rights Commission. With his valued assistance we initiated an on-going subject that could be of considerable value to California's coastal cities. Unlike other areas in the United States we have considerable influx of immigrants from Pacific Basin countries. These persons enter San Francisco without language, skills, or resources to become self-sufficient. Clearly immigration impact aid from the Federal Government is indicated. I met with Congressman Philip Burton who has promised to pursue the subject vigorously early in this congressional term. A precedent has already been set in the relief provided Florida for refugees from Cuba.

I would like to call attention to the Committee report on the Human Rights Commission. I disagree with the report most wholeheartedly. The Human Rights Commission performs a most valuable unduplicated function. The eminence of those Commissioners serving is such as to suggest the value and necessity of the work. Not one of them would spend long tedious hours in work duplicated by others.

The H. R. C. Grand Jury Committee based its recommendations on the results shown in a questionnaire it sent out. The questionnaire is attached to the report. I submit that were these same questions given to major private corporations they would have to answer many of them in the affirmative. The mere fact that one or more organizations is involved in work against discrimination does not prove that there is unnecessary duplication. Our committee failed to cite specific areas of duplication. If there are areas of unnecessary duplication they should have been found and reported. They were not.

The H. R. C. deals in group problems. It refers the individual who has a complaint to other agencies that provide service to the individual. Naturally, more than one agency is involved in eradicating discrimination in multiple places. Unfortunately, there is so much of it that there is the justification.

The H. R. C. is not the world's most popular agency. If it were, there would be no need for it. To cast doubt on the necessity for its services without adequate proof is to make a hard job more difficult. I regret that.

Car theft is the most numerous criminal act. I communicated with the major automobile manufacturers to determine what, if anything, of a deterrent nature could be done at the manufacturer's level. While all were courteous, General Motors was especially responsive and I wish to express my appreciation for their keen interest. A top Vice President made a trip to San Francisco to cover this interesting and difficult subject with me.

The car manufacturer can "theft-proof" a car but unfortunately enough, that could cause more public discomfort than car thievery. The manufacturer is caught in a dilemma. If a car is made more difficult to break into, car theft could be reduced. However, thousands each day lock their cars with the keys left in them, with children or pets inside, and under these circumstances more difficult entry would create other unwelcome problems and cost.

Better information is needed on car theft. Insurance companies who have the information find it impossible to consolidate information. It is necessary therefore for the nation's major city Police Departments to send detailed reports to the National Auto Theft Bureau located in Chicago. I urge our Police Department to inquire into the degree of reporting that is presently made to the Bureau and to use its influence to improve the informational flow. A compilation of theft information is the best hope to find future solutions to the most troublesome and costly problem of auto theft.

I am dismayed by the large number of minority persons who were indicted this year and the large majority they represent in the County Jails. It is a number far disproportionate to the total population. The excuse of discrimination and underprivilege is not adequate. We have the spectacle of minorities harassing and preying upon their own minority group. The time is now and past-due for minorities to form their own anti-crime coalitions and neighborhood committees to fight crime. There is incalculable intimidation against responsible minority people in the attempt to deter their co-operation with the police. We must all work cooperatively together to achieve public safety for all. At the same time, all must join to help eradicate the causes of crime.

In my work as Foreman I had more frequent and direct contact with some City departments than others. I received the utmost in cooperation from the City Attorney, Tom O'Connor, the Director of Finance and Records, Virgil Elliott, the Director of Property, Wallace Wortman, the City Architect, Charles W. Griffith; the Controller, Nathan B. Cooper; the Clerk of the Board of Supervisors, Robert J. Dolan; the Chief Assistant District Attorney, Walter H. Guibbini; Executive Secretary to the Mayor, John de Luca and the Chief Administrative Officer, Thomas J. Mellon.

The Mayor was helpful at all times. He understands and supports the Grand Jury, responding to questions with total candor, aiding our investigative work.

My right hand was Jury Consultant, Michael K. Tamony. He guides upon request, maintaining with impeccable integrity his relationship with the Jury. The skeptical should know that the lights of many City Hall offices burn late at night . . . none later than those of Mike Tamony who performs with tact, knowledge and total co-operation.

And to you, Judge Arnold, I would say that my greatest rewards came in the new friends I have found through this unique experience. You, sir, are at the head of that list.

I commend the Jurors to you, one and all. At times they made life difficult, at times very pleasant, at all times enormously interesting. We spent a year of challenge and not always in agreement, but we spent it together . . . not apart.

You inexplicably appointed me Foreman, we had never met. Despite the long hours and frequent travail and frustration I wind

Honorable Byron Arnold

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up the year most grateful for your appointment, for I realize as I put the final word to paper that I truly received more than I gave.

For and on behalf of the Grand Jury, I thank you for your constant support.

Respectfully submitted this 16th day of January, 1973.

William E. Goetze, Foreman

1972 Grand Jury for the City
and County of San Francisco

SAN FRANCISCO PUBLIC LIBRARY

The 1971 Grand Jury report on the San Francisco Public Library indicated that the restrictions placed upon the administration of the San Francisco Public Library by the City Charter were the chief impediments toward total utilization of funds and staff. When the Librarian was asked by this year's Grand Jury for his opinions concerning those provisions in the City Charter that stood as obstacles or limitations in the administration of the Library, it turned out that the situation had not basically changed from the findings of the 1971 Grand Jury.

Under Civil Service the problem areas centered around the following: San Francisco residency rule for employees, the rule of one for appointments, the multiplicity of protest road-blocks which stretch out the examination process for months and indeed years, promotional rules which do not permit open examinations in order to attract those outside of Civil Service who are qualified for positions and the necessity of written examinations for professionals.

Some of the budget frustrations are: inability to shift expenditures within an account, inability to shift expenditures between accounts, description of accounts which are too narrow, the listing of memberships in organizations -- the library must subscribe to many periodicals which require membership, however, they are required by law to have them approved in an annual ordinance, -- the necessity for obtaining permission to request or accept grants or gifts and the ceilings on items calling for bid is too low.

Since personnel and budget are basically managed by people and processes outside his department, the Librarian feels that the effect is stultification of departmental initiative. Additionally, creativity, simplified management and new methods get scant attention when the mechanics of personnel and budget are so cumbersome. The Librarian felt strongly, however, that major advances could readily be achieved with the present budget if he were given reasonable discretion to manage personnel and budget.

San Francisco was one of two cities designated this past year as a regional library resource center. For San Francisco to continue to be fully eligible for state and federal grants available to those cities serving as resource centers, it is extremely important that the Library be strengthened and upgraded. In this connection, San Francisco, when compared to other cities, is below the national average as of 1971-1972 in

SAN FRANCISCO PUBLIC LIBRARY (continued)

the following service categories:

Number of books per capita (1.89 vs. 3.3)

Staff per 10,000 population (3.85 vs. 6.2)

Library's share of the City Budget (.87% vs. 1.44%).

Our Library today would be considered average for a city with a population under 400,000.

Improvement in the overall scope of library service can only come about if the Library obtains a larger budget. Its main plant is still inadequate in size and layout by current modern library standards. Each year that nothing is done to resolve the critical space problem compounds the trouble and has a sharply deteriorating effect on the Library's position as a core city library center and the services it must provide. This deterioration is invisible except to the person actually seeking unavailable material and to the staff itself. The system begins to deteriorate as a whole when facilities such as the Technical Services Department are forced to operate in areas subject to flooding, unhealthy conditions and overcrowding.

Security for the Main Library, its 27 branches and library patrons has become an increasing problem for the library administration. This year the predawn arson at the Ortega branch dramatically brought the problem to the public's attention. Our Committee was made aware of internal security problems that have plagued the Main Library, which has resulted in a security study now being conducted by the San Francisco Police Department. This study will also include all branches. The Library has also hired a government intern from the University of San Francisco to study the present security system and particularly the guard system.

In spite of the low priority budget status that forces the administration to operate a library system already far short of national standards for a city the size of San Francisco as well as the attendant pressures to maintain basic programs and resources, the library continued to circulate more library materials than the previous year: a 2.4% rise during 1971-72. An average of over 3,500 people used the Main Library daily and approximately 7,000 people visited the branch libraries each day. Main Library circulation increased 7.7% with just short of one million books loaned.

The May 9, 1972, issue of the San Francisco Chronicle underscored and gave credit to the enormous support campaign conducted by citizen groups for libraries as the reason the Board of Supervisors Finance Committee gave its approval to every cent recommended by the Mayor for the Library. Groups such as "The Friends" and "Keep Libraries Alive" continue to offer vigorous

SAN FRANCISCO PUBLIC LIBRARY (continued)

support to library activities and to carry on a rich program in the community. "The Friends" organization confines its efforts strictly to educational programs. On the other hand, "Keep Libraries Alive" can and does lobby for better library services and funds to meet their needs. In order to be fully effective, however, citizen participation needs the support of librarians, trustees and citizens all working together. Librarians, for their part, should keep in touch with citizens, both users and non-users, to find out their needs. This takes form in attending community meetings, consulting with "The Friends", volunteers, and other non-professionals as well as assuring good upward communication in their own libraries.

RECOMMENDATIONS:

1. Top priority should be given by the Mayor's office to the Library's request for allocation from General Revenue Sharing Funds to overcome the problems taken up in this report and to assist the Library to meet some of its immediate goals.
2. Educate citizens as to the types of library service and facilities that they could have but do not.
3. Fully inform users about the Library's budget problems instead of cutting costs where they will not be noticed immediately even though they are very damaging in the long run.
4. Develop citizen support for libraries by encouraging groups like "The Friends" and "Keep Libraries Alive".
5. Establish a strong public relations program in the Library. Use the local "Friends" group in this area.
6. Respond to citizens' requests for services within budget limitations. In this connection, do current library hours meet citizen needs primarily rather than staff preferences? Serious consideration should be given to opening the branch libraries on Sundays.
7. Books for research and reference should be upgraded, made current and increased.
8. Involve the staff at every level in all of the above recommendations.

PORT COMMISSION

The Port of San Francisco represents a \$14 million business whose activities, to quote the Mayor, "... are vital to the economic health of our city". It is the responsibility of the San Francisco Port Commission to operate the Port of San Francisco, including the Belt Railroad, efficiently and economically so that cargo will be attracted to the Port, sufficient revenue will be generated to cover all costs, improvements can be made to existing facilities and hopefully a surplus can be sent to the city's general fund. Additionally the Commission must develop beneficial uses of the waterfront and inland property under its jurisdiction.

This year the Port inaugurated its \$22 million, 50 acre facility - Pier 96 - the world's first LASH (Lighter Aboard Ship) terminal on the southern waterfront. It is part of a total 360 acre complex in the Islais Creek-India Basin area which the Port has dubbed "multiport". It is so designated because when completed it will be able to serve a wide variety of types of shipping: container, LASH, break-bulk--on pallets or unitized--roll-on roll-off, grain, copra, and bulk liquid. Future facilities planned are: Pier 94, a 100 acre four-berth container terminal and Pier 98, a 50 acre container terminal on India Basin immediately south of the LASH lighter basin.

Notwithstanding the fact that it has been only 3 years since the San Francisco Port Commission was given the responsibility of administering the lands and facilities along the San Francisco Waterfront for the City and County, it has in that short period of time found itself handcuffed in its efforts to regain the top position it formerly held among West Coast ports because of several factors: unrealistic budget cuts; conflicts over its management practices and policies with concerned citizens groups; defense for a \$2 million lawsuit filed by the State Attorney General's office on behalf of the Regional Water Quality Control Board and declining revenues.

Our Port has toppled from undisputed leader to sixth place on the West Coast in general cargo tonnage.

The Port of San Francisco is in a highly competitive business and as such is expected to perform accordingly. Unlike its competitors, however, it is subject to City controls that usually weaken rather than strengthen its competitive position. Last April after the Mayor's Office had trimmed the Port's budget, the President of the Port Commission was forced to write to the Mayor to point out the gravity and serious effects the budget cuts would have on the operations of the Port.

PORt COMMISSION (continued)

Some of the opposition to the Port's management practices and policies concern:

1. The Port's manner of competing with other Bay Area ports for the same cargo which could lead to severe over-capacity and price cutting, which in turn might lead to further economic decline for all and particularly for San Francisco. In the last decade general cargo tonnage in the Bay Area grew 5% with most of that growth benefiting Oakland, not San Francisco.
2. The Port's intention to emphasize the construction of container cargo facilities to improve its competitive position. Economic data provided by recent reports from the Manalytics consulting firm indicate that the Pacific Coast and Bay Area shipping companies and ports have overbuilt container ships and cranes by 300% and 500% respectively relative to demand. This emphasis on container facilities not only aggravates the over-capacity problem but also ignores other possibly more effective competitive strategies involving new management systems and on-shore services and new methods of cargo handling. It also ignores San Francisco's historic position in specializing in high value general cargo.
3. The Port's intention to finance maritime facility expansion by development of commercial facilities at its obsolete northern waterfront finger piers, which some groups contend is over-development of commercial activities.
4. The Port's concentration on commercial development of its shoreline properties without planning the full development potential of its extensive inland properties.

Last June the State of California demanded that the San Francisco Port Commission stop construction at India Basin and pay more than \$2 million in penalties for polluting the bay. The action came in a suit filed in Superior Court by the State Attorney General's office on behalf of the San Francisco Bay Regional Water Quality Control Board. In 1971 the Pier 96 breakwater was also under a cease and desist order by the Water Quality Control Board for the same alleged violation - water pollution.

The Port's net income for the 1969-1970-1971 fiscal years has declined from \$3.8 million (which figure included \$1.9 million received from fire damage settlements) to \$1 million to \$411,000. Two cash flow projections covering the ten year fiscal period 1972-1982 were prepared by the Port. One is based on the anticipated

PORT COMMISSION (continued)

sale of \$34 million in City General Obligation Bonds at 5% to build Pier 94 and on the anticipated sale of \$23 million in Port Revenue Bonds at 6% to build Pier 98. It is estimated that Pier 94 when completed by July, 1977, will generate annual revenue of \$3.5 million and Pier 98 when completed by July, 1979, will generate annual revenue of \$2.0 million. In spite of the foregoing, however, the projection indicates that the Port will end up with a total cash deficit of \$526,000 at the end of the ten year period. The other cash flow projection is based on the assumption that the Port will not issue any additional bonds during the ten year period and this indicates that the Port will end up with a total cash deficit of \$1.3 million at the end of the period. A comparison of the Annual Statement of Income and Expenses by Pier and Facility for the fiscal years ended June 30, 1970, June 30, 1971 and June 30, 1972 discloses that net operating income declined from \$1.6 million to \$139,297 and then increased to \$177,113 respectively.

Within its organizational structure the Port has its own maintenance division, electrical department, data processing department, Harbor Police Force and a fire boat manned by the San Francisco Fire Department. The Harbor Police recently came under fire from the Board of Supervisors over certain questionable activities of their personnel which pointed up serious weaknesses and the lack of strong and effective leadership in the Harbor Police Force.

In March of this year the Mayor appointed a special citizens committee to develop a long range economic program for the Port of San Francisco. In this connection the Mayor stated: "We must act to modernize it, equip it for the future and put it on a sound financial basis." This action by the Mayor underscores his concern and the seriousness of the Port's current problems.

Unless corrective measures are adopted and implemented very quickly, the maritime business that is slipping away from the grasp of the Port will slip even faster and result in severe economic difficulties.

RECOMMENDATIONS:

1. New direction and aggressiveness by the Port Commission and management for policies, programs and planning based on the following:
 - a. Current assessment of shipping economics in both the Bay Area and the entire West Coast.
 - b. Competitive requirements in facilities, services, sales and management.
 - c. The best uses of waterfront properties for the maximum benefit of the citizens of San Francisco.

PORt COMMISSION (continued)

2. The Port Commission should order a study of the Port and its operations by a reputable management consultant firm. The Mayor and the Board of Supervisors should support a supplemental appropriation for this purpose.
3. Federal and State financial assistance for both maritime and non-maritime waterfront improvements must be actively sought.
4. The Port should divest itself of its fire boat and turn the vessel over to the San Francisco Fire Department with appropriate budget transfers.
5. A study should be conducted by the Port to determine the efficiency and profitability of retaining or divesting itself of its electrical and maintenance divisions or parts thereof and obtaining similar services from the comparable City departments.
6. The Harbor Police Force should be reduced in size and relegated to provide adequate watchman services only. All actual police functions should be taken over by the San Francisco Police Department. Harbor Police retained should be transferred to the Airport Police and/or the Sheriff's Department.
7. Explore the possibility of combining the Port's sales representatives offices in major cities with other offices representing San Francisco such as the Visitors and Convention Bureau and the City's Legislative Representative, wherever they exist in the same city, to effect administrative savings and coordination of efforts for San Francisco. These joint offices could be of material benefit. Rent and secretarial help could be pooled, better communications with exchange of leads would result and certainly a much greater visibility would be gained.
8. The performance of Port sales representatives should be evaluated on their effectiveness in obtaining profitable business for the Port of San Francisco.
9. Work with the railroads and trucklines to develop a plan that will make it more attractive for importers and exporters to use the Port of San Francisco.

WAR MEMORIAL OF SAN FRANCISCO

The San Francisco War Memorial complex for the past two years has not been able to refurbish and rehabilitate the Opera House and the Veteran's Building because of the deletion of funds for Capital Improvements from the budget requests for the Fiscal Years 1970-71 and 1971-72 due to strict economies forced on all departments of City government.

WAR MEMORIAL OF SAN FRANCISCO (continued)

The most pressing needs of the Opera House are the re-lighting of the backstage area, the utilization of below stage as a ballet warm-up room, the complete painting of the interior, new seats throughout - the present ones have been used for over 40 years. If it is used significantly the Veterans' Theatre needs a complete renovation at a minimum outlay of \$250,000. An important need to complete the complex is a proposed Performing Arts facility with parking in the area west of Franklin Street between Grove and McAllister Streets. It is projected that this would entail an expenditure of approximately \$23 million and would provide a seating capacity of 2700 as well as garage facilities for approximately 1,000 cars.

Although some headway has been made in bringing the complex up to minimum standards no funds have been made available during the past four years and as a consequence it will only be a matter of time before the complex will be back where it started and worse. There is need for new roofing and complete pointing up and resurfacing of the granite-like exteriors. The facade has started to peel and discolor. A complete rehabilitation of the thirteen elevators, a modern air conditioning system and heating plant should also be given high priority.

There has been a renaissance in the performing arts with complete sellouts during the Symphony, Opera and Ballet Seasons. To deny the patrons modern comfortable facilities is to threaten the life of our great cultural assets.

The San Francisco Museum of Art recently completed a \$1 million modernization and remodeling of the third and fourth floors it occupies in the Veterans' Building. It now ranks with the top art galleries in the country. Private funds were used.

The 1,100 seat Veterans auditorium is controlled by the American Legion War Memorial Commission. During the last 10 months of 1972 it was booked only 63 times. The American Legion War Memorial Commission does not actively solicit booking engagements for the auditorium; on the other hand potential walk-in customers, organizations that formerly used the auditorium facility and those referred to it by the San Francisco Visitors and Convention bureau have been discouraged; they have changed their minds about using the auditorium after seeing the condition of its physical facilities.

The basement, the first floor and the second floor of the War Memorial building contain 27 meeting rooms which are provided to various veterans organizations rent free under the original Trust Agreement. Four of the 27 rooms serve as headquarters for various veterans organizations. All 27 rooms are used daily. The total floor area (Auditorium, 2nd Floor, 1st Floor and Basement) is 61,807 square feet.

WAR MEMORIAL OF SAN FRANCISCO (continued)

In June this Grand Jury recommended to the War Memorial Trustees that the name of the War Memorial be changed to the World War I Memorial, since the War Memorial was established in 1921 as a memorial to those who contributed to the winning of World War I, and that the reference to the "War Memorial" at that time did not contemplate World War II, the Korean War and the Vietnam War. In 1972, however, "War Memorial" to many people means what the words say, a memorial to war. The original meaning is not conveyed to the present generation.

It was the feeling of the members of the Grand Jury that this nation can ill afford to have mistaken substance given to the often made charge that we are a war-like people, given to guns and violence. The term "War Memorial", taken out of the context of the times in which the name was conceived for the noble purpose of honoring the victorious participants in World War I gives credence to the unfounded charge that we here memorialize war.

We informed the members of the War Memorial Trustees that the City Attorney had advised us that if they reacted affirmatively to our recommendation that the City Attorney's office would be prepared to do further legal research and render advice to the Board of Trustees as to the proper course for effectuating a change in name.

In September we received a reply from the Board of Trustees stating that the recommendation we had made was considered and unanimously denied by the Board. The reply stated in part: "In the opinion of the Board, the use of the word 'War' in connection with the San Francisco War Memorial, though it is true that the Memorial was originally constructed in honor of those who fought and died in the First World War and was previous thereto, is also a memorial and reminder of the pain and heartbreak of war. The Board does not feel that the inclusion of the word 'War' in the name of the Memorial leads to the interpretation that the people of the United States are warlike."

RECOMMENDATIONS

- 1) The City should seek every possible avenue to provide funds to bring the War Memorial complex up to par by accomplishing critically needed repairs and rehabilitation.
- 2) Plan for and project the profitable operation and use of the Veterans Auditorium, including the necessary rehabilitation.
- 3) Refurbishing of the Opera House Green Room should be undertaken to preserve its exquisite beauty and character.
- 4) Organize a citizens support group for the Performing Arts Center. Attempt to raise private contributions. With enough

WAR MEMORIAL OF SAN FRANCISCO (continued)

public support and private money the attention and probable action by the Board of Supervisors can be obtained to provide fulfillment funds.

Neil D. Chaitin

Primo R. Repetto

Anastacio Q. Ver, Jr., Chairman

CIVIL SERVICE

The Committee is pleased to report that substantial improvement has been effected in the operation of this department since the appointment of the new General Manager on January 1, 1972.

Among the significant improvements are:

- a) Acceleration of the examination program to the extent that a total of 5,458 employees have been added to the permanent Civil Service eligibility lists;
- b) Limited Tenure, established to meet World War II conditions, is being successfully phased out. From January 1, 1972 to date approximately 2,000 Limited Tenure employees have been replaced by permanent Civil Service personnel;
- c) A program has been worked out with City College whereby present employees may take classes at the college for the purpose of upgrading themselves in the system without having to pass promotive examinations;
- d) Establishment of an employment counseling service which provides guidance to prospective employees and assistance to current employees who wish to advance themselves;
- e) Preparation of an employee handbook outlining employee benefits, responsibilities and working conditions.

It is recommended that the City Charter be amended to:

- 1) Eliminate the "Rule of One" provision which requires the appointing officer to accept the person who is at the top of the Civil Service list rather than allowing appointments from the top three who are qualified. The "Rule of Three" is used by many other Civil Service systems.
- 2) Provide for a Hearing Officer to hear all disciplinary cases rather than the appointing officer.

It is also recommended that a program of annual employee performance evaluation for the purpose of promotion and salary increase be established by Charter amendment.

CIVIL SERVICE (continued)

Additionally, it is recommended that money be restored to the Commission's budget for the Employee Training Reimbursement Program which allows permanent employees to attend a regular college or university to upgrade skills.

Finally, it is recommended that Civil Service rules allow department heads discretionary authority to appoint division heads from among any Civil Service employee in the department. If a discretionary appointment replaces another employee, he or she would be returned to some other function but with no reduction in current salary.

This recommendation points up that Civil Service so protects an employee that a department head cannot now place the best qualified person as a division head, even if the present division head is, in the opinion of the department head, not making an adequate contribution. Our recommendation merely would allow some re-shuffling. It is to be noted that discharge authority is not, nor cannot be, recommended.

HEALTH SERVICE SYSTEM

This department, which is charged with the administration of the various health plans available to virtually all of the permanent active and retired City employees, appears to be functioning efficiently.

A previous Grand Jury recommended that the make-up of the Health Service System Board be examined as to its adequacy as now constituted. The present Executive Director, who has been in the position since January 18, 1972, and is a career Civil Service employee with many years of active service in employees affairs, is perfectly satisfied with the present composition of the Board.

The voters, at the November 7, 1972 election, approved Proposition "O" which increases the City's contribution to the system for all employees, thus bringing it in line with the policies of political subdivisions of comparable size.

The System has long sought an independent audit of its financial structure and capital flow and this is finally being accomplished. The firm of Webb & Webb, Certified Public Accountants, commenced the job on December 11, 1972

We recommend that a common employee record card be employed by the Health Service System and the Retirement System. This has been recommended by prior Grand Juries. There has never been an objection by the Systems involved but nothing has ever come of the recommendations. It is, therefore, urged that the Mayor immediately

HEALTH SERVICE SYSTEM (continued)

set in motion a project by the heads of the two Systems to implement this recommendation.

RETIREMENT SYSTEM BOARD

This Board has two major responsibilities:

- 1) Operation of the Retirement System under which all permanent City and County employees are covered, and;
- 2) Administration of the benefits provided all City and County employees under the Workmen's Compensation Law of the State of California.

As respects (1), the Board determines eligibility for retirement or death benefits and, very importantly, oversees the investment of the System's assets totaling over \$600,000,000. The Board has the services of in-house advisors for the fixed income (bond) segment and the Bank of America and Dodge & Cox as counselors for the equity (stock) segment.

In regard to (2), the Board has innovated some money saving devices, especially in the instance of Municipal Railway employee's claims.

This department employs the actuarial firm of Coates & Herfurth, a well established and reputable firm. However, this Committee has learned that its fees are double those of a nation-wide actuarial firm performing similar services for a multi-employer fund with 6000 contributing employers who have 35,000 employees.

It is, therefore, recommended that several recognized and reputable actuarial firms be requested to submit bids for performing services as currently rendered by Coates and Herfurth.

We recommend that a common employee record card be employed by the Retirement System and the Health System Board. This has been recommended by prior Grand Juries. There has never been an objection by the Systems involved but nothing has ever come of the recommendations. It is, therefore, urged that the Mayor immediately set in motion a project by the heads of the two Systems to implement this.

In order to keep abreast of inflation, it is recommended that a goal be set of increasing the equity portion of the System's portfolio to 40%.

RETIREMENT SYSTEM BOARD (continued)

Finally, a study should be undertaken to determine the feasibility of employing microfilm to store long-term retention records used by the Board.

Peter C. Hanu

Maurice S. Lanning

Bertram H. Shaughnessy, Chairman

BOARD OF PERMIT APPEALS

The Board of Permit Appeals during the fiscal year 1971-1972 processed, heard and decided 284 appeals from the administrative decisions involving the granting or denial of permits or licenses by the Department of Public Works, Zoning Administrator, Police, Fire, Health and Social Services Departments.

It has been this Committee's observation that an unusually large degree of animosity exists between the Board of Permit Appeals and the Department of Public Works. This unhealthy situation has developed over the years as a result of the hard-nosed attitude adopted by the protagonists on both sides over the fate of the administrative decisions rendered by one side and subsequently overruled by the other side. In the last analysis in cases of this nature it is the property owner who always ends up the loser in terms of inconvenience, time lost and added expenses.

The Committee has been made aware of the fact that a fair percentage of the appeals heard by the Board should never have reached its level had the responsible City Department or Office exercised common sense judgment in the interpretation of the existing archaic codes still on the books.

During the course of the current year the public press has seen fit to comment on the Board of Permit Appeals' conduct of its affairs during the hearings of an appeal brought before it. More recently a Judge of the Superior Court admonished the Board to conduct its hearings on a "formal" basis.

The Board of Permit Appeals is a quasi-judicial body politically appointed. Its decisions should be made in the judicial manner, avoiding all influence exercised upon it by personal interest groups.

The Board has much power and wide discretion, however, it should be guided by the law in decisions which involve acts of questionable legality.

Recommendations

- 1) The Board should work with all City Departments and Offices rendering administrative decisions that may be subject to appeal to determine and implement guidelines that will eliminate cases that can be solved by the application of common sense interpretation of archaic codes.

BOARD OF PERMIT APPEALS (continued)

2) The Board should immediately take the required action to draw up, adopt and implement hearing procedures to assure formal and court-like proceedings during the conduct of its affairs. It is suggested that the Board review the State's system of Hearing Officers in this connection.

If no action is taken on the foregoing recommendation and it is so reported by the Board in its answer to the Mayor in March, 1973, it is recommended that the Board of Supervisors hold hearings to prepare a charter amendment including the following concepts:

- A) Establish a Hearing Officer system for use by all City departments to insure proper interpretation of the law.
- B) Request that the Legislature establish a Review Court similar in concept to a Small Claims Court, where a citizen could obtain redress of grievances for minor disputes without need of a lawyer.

3) Immediate action at the department head level should be initiated without delay between the Board and the Department of Public Works to ameliorate and eventually eliminate the causes for the current animosity that exists between the Board and the Department of Public Works.

4) Implement the recommendations made by Main Lafrentz & Co. in their Departmental Examinations (Supplemental to Audit of the Records of the Controller's Office) for the year ended June 30, 1972 in reference to the Board's inadequate internal control over transactions involving fee collection and revolving fund expenditures.

Neil D. Chaitin

Primo R. Repetto

Anastacio C. Ver, Jr., Chairman

PARKING AUTHORITY

The Parking Authority functions like a department of the City and County government and is directly responsible to the Mayor and the Board of Supervisors of the City and County of San Francisco.

The San Francisco Parking Authority is composed of five members appointed for four year terms by the Mayor and approved by the Board of Supervisors. The staff is composed of three members consisting of the Director and two Secretaries.

Budget:

The budget for the functions of the Parking Authority has averaged \$43,479 during the past ten years. The present budget is approximately \$49,600.

Functions:

In its present capacity, it is responsible for advising and making recommendations to the Mayor and the Board of Supervisors on matters pertaining to the off-street parking program. Where required, the Parking Authority also acts as an agent for the City and County government in carrying out off-street parking programs approved by the City Administration. In addition, it makes recommendations to the Mayor and the Board of Supervisors regarding parking rates and charges and the operational procedures and regulations in force at each of the City and County off-street parking facilities for which it is responsible.

Under this charge the Parking Authority's policy and program was adopted February 8, 1950, which included the following three major points of action.

- 1) Stimulation of and cooperation with private enterprise to finance and construct the facilities required under the off-street parking program.
- 2) Public cooperation with private enterprise to provide off-street parking by public provision of garage sites and private provision of the construction financing.
- 3) Direct public financing and construction, including site acquisition, where private construction was not or could not be undertaken.

PARKING AUTHORITY (continued)

Accomplishments:

The major accomplishments and activities of the Parking Authority for the past years and its programs under development are well itemized and explained in its annual report. Therefore, it is felt that a repetition of such detailed information would be of little value in this report.

Recommendations:

- 1) No increase in staff is necessary.
- 2) No significant increase in the budget is necessary.
- 3) The Mission-Bartlett Parking Plaza, which was established under policy item #3 above, has been unable to meet its rental obligation over the past several months. It is still several thousand dollars in arrears, and was as much as \$24,000 in arrears at one time. Plans to help correct this delinquency are being made by the Parking Authority and the Real Estate Department. This Committee feels that an in-depth analysis of the circumstances leading up to the delinquency and the reason for its prolongation should be made with the view of determining policy to prevent similar problems in the future. The status of the lease of the Mission-Bartlett Parking Plaza will also be reported on by the Grand Jury Committee concerned with a review of the Real Estate Department. It should be said, however, of all the many parking facilities under the jurisdiction of the Parking Authority, this was the only operation found to be delinquent.
- 4) This Committee feels it would be of great value to the public if a give-a-way brochure were to be developed by the Parking Authority, showing the location and rates of all parking facilities under the Authority's jurisdiction. This brochure would be available at convenient areas throughout the city. This might encourage persons to use parking facilities that are in fringe areas that might be less crowded and where rates are correspondingly more attractive. Also it would serve as basic information for tourists and for those who infrequently use downtown parking services.
- 5) This Committee recommends that signs of a proper proportion be placed in appropriate locations in each garage and parking plaza under the jurisdiction of the Parking Authority clearly stating that the facility is under the jurisdiction of the Parking Authority of the City and County of San Francisco.

PARKING AUTHORITY (continued)

- 6) The Parking Authority is very responsive to merchants' groups and others in the community in reviewing and acting upon their requests for the development of neighborhood off-street parking facilities. It is the feeling of this Committee that efforts should be made by the Parking Authority to determine if there are neighborhoods, from which no requests are received, that could benefit greatly by being provided with off-street parking. In cooperation with the Planning Commission, the Parking Authority should determine if new parking facilities in certain neighborhoods might upgrade the neighborhood by stimulating merchants and property owners to improve and modernize their property.

The Committee feels the Parking Authority is to be commended for doing an excellent job, under its mandate, in providing for off-street parking for the needs of the City and County of San Francisco.

Earle B. Brehaut

Mrs. Camille Leong

Dr. Ernest A. Siegel, Chairman

THE POUND

The City & County of San Francisco contracts with the San Francisco Society for the Prevention of Cruelty to Animals to act as the City's Poundmaster.

It is the duty of the Pound to receive and pick up stray, injured, and unwanted pets. These pets are kept in the animal shelter for specific periods of time before being sold to new owners or humanely euthanized.

The shelter facilities are modern, adequate in size and are kept in a very sanitary condition. The animals appear to be well-cared for and the operation of the Pound appears to be efficiently managed.

The contract with the City is now on a month to month basis and the SPCA receives \$12,000 per month to provide these services. All fees and fines received by the Pound go into the general fund. The SPCA claims it is operating the Pound at a great loss and is asking for an increase in payment from the City to \$25,000 per month. There is an additional contract let by the City to a private concern to provide for the disposal of dead animals.

The Committee feels the SPCA under the direction of Mr. Charles W. Fredrichs has been doing a good job and should be commended.

In order to justify an increase in the Pound contract to \$25,000 we would suggest that a cost analysis of the Pound operation be made by the Board of Supervisors through their budget analyst.

An Animal Control and Welfare Commission was established this year, as well as an updated and revised Animal Control and Welfare Ordinance. The ACWA acts as an advisory body for the Board of Supervisors. It also holds hearings and makes recommendations relating to the control and welfare of all animals within the boundaries of San Francisco. It has the power to hire an animal control director and other personnel needed to implement the Animal Control and Welfare Ordinance.

Unfortunately when the Animal Commission was founded, the Board of Supervisors neglected to provide funds for the commission to function. This commission is to be commended for managing to perform. The commission is now in the process of developing a budget request to carry out their duties.

THE POUND (continued)

It is felt that stricter enforcement of the Animal Control Ordinance will return more funds from additional dog licensing than will be used by the budget of the Animal Commission.

Mrs. Lois T. Caesar

Earle B. Brehaut, Chairman

BOARD OF SUPERVISORS

The Board of Supervisors legislative branch of our City government, acts as an appeal board for the citizenry against the administrative decisions of some City departments. In addition, they are an integral part of the development of the annual City budget. The Board also represents the City on various vital boards and commissions of a regional nature.

The members of the Board are elected at large and each member is responsible to the entire electorate of the City.

This Committee felt that a review of the functions of the Board would not be complete without a personal meeting with each Board member on an individual basis. This was the first time, to our knowledge, this had been done by the Grand Jury. This Committee is pleased to report the Board members were most cooperative in participating in our interviews. The information and views expressed were most enlightening.

During the course of our interviews several specific areas of concern were discussed with each Supervisor and the following summary was made.

1. Question: "Do you favor major Charter revision at this time?"

The opinion expressed by most of the Supervisors was affirmative. There was general agreement that because of the opposition and disagreements shown by the San Francisco Chamber of Commerce, some labor unions and others, there was little possibility of action toward Charter revision at the present time.

2. Question: "Would you agree that a change in the budgeting procedure, whereby some City departments could prepare their budgets on a program basis rather than on a line item basis, should now be implemented?"

A majority of the Supervisors expressed themselves in the affirmative. Those that favored this policy change now recognize the difficulties department heads have under the restrictive line item budget. They also felt that department heads receiving salaries of \$30,000 and up would justify their salaries and show their ability more by being allowed to work within a program budget. It was also stated that the entire City budget might eventually be reduced by five or ten percent if Program Budgeting were used.

BOARD OF SUPERVISORS (continued)

3. Question: "Do you feel the Board of Supervisors' Budget Analyst and his newly enlarged staff might become a power structure that could usurp some of the authority of the Board of Supervisors and other City departments? Would the Board come to rely too heavily on the analyst's opinions?"

The Supervisors were unanimous in expressing themselves against both of these possibilities. They felt that the analyst answers directly to the Board of Supervisors in an advisory capacity and has no powers of his own. The Board is always aware of any usurpation of their powers and carefully work against this possibility. The need for and value of the Board's analyst has been proven many times.

4. Question: "Do you feel that the Board of Supervisors should have an increase in their present salaries?"

The response to this question was in the affirmative. It was expressed that the demand on the Supervisors' time was becoming greater and greater. In order to continue to attract young, competent, and highly motivated persons to the Board adequate compensation must be provided or only those who are wealthy or retired could pursue this important elective office.

5. Question: "What do you feel would be most essential in improving your department and your ability to function as a Supervisor?"

The consensus of the Board was an additional assistant in the category of stenographer. Some Supervisors were already hiring extra help from their personal funds.

6. Question: "Should the Supervisors have a car?"

The majority of the Supervisors answered in the affirmative. They stated that previously they had two Cadillacs and two drivers, who also acted as Sergeant at Arms at the Supervisors' meetings. One driver retired and was not replaced. One Ford LTD is now in service. They feel that the President of the Board should have a car available for his use and at other times for trips to Improvement meetings and district surveys. The women members also have use of the car when at night they attend meetings. They also have the protection of the Sergeant at Arms. The Charter provides that if the Supervisors use their own cars they can file for mileage. When this is done, however, they must wait from six weeks to two months for reimbursement.

A second car, unchauffeured, is used by Board staff for administrative purposes and available as a relief vehicle.

BOARD OF SUPERVISORS (continued)

This Committee recommends the following:

A. Change in policy to permit program budgeting.

B. Provisions be made for a sufficient pool of stenographers to accomodate the official needs of the members of the Board of Supervisors.

C. Refrain from placing on the Board's agenda those political issues which do not reflect directly or indirectly the interests of the City & County of San Francisco.

D. Additional space is needed for members of the Board of Supervisors to allow them to be near their staff and visiting areas. It is hoped that the Board of Supervisors will exert every effort to relieve the crowded conditions in the City Hall by carefully considering the establishment of a consolidated City administration building.

CALIFORNIA PALACE OF THE LEGION OF HONOR
AND
de YOUNG MEMORIAL MUSEUM

The California Palace of the Legion of Honor and the de Young Museum have been working under joint administration the last two years. At the November 7th election the museums were consolidated in one administrative unit named the Golden Gate Museums of San Francisco. There is one Board of Trustees who appoint the Director, Ian White.

The purposes of the museums are to maintain permanent collections, to obtain special exhibits, to receive gifts of Art and to stimulate interest in the Fine Arts. Museums are to be preserved and enlarged for the people of San Francisco and for educational purposes.

The Grand Jury review has brought attention to the difficulties of maintaining security in the museums. Money has been appropriated from the Trustees' special funds. Electronic detention devices are now being installed with funds obtained through memberships.

Emergency Employment Act funding for six guards has been obtained. Since this funding will expire in 1973 the continuance of this service is in jeopardy. With the opening of new galleries additional guards will be needed.

CALIFORNIA PALACE OF THE LEGION OF HONOR
AND de YOUNG MEMORIAL MUSEUM (continued)

The maintenance of the physical plant at the Palace of the Legion of Honor for some years has been neglected. Although some new galleries have been added others are in need of refurbishing. The annual budget allowance has not provided for this needed restoration.

The de Young Museum, because of limited gallery space, has rotated its permanent collections. Some early acquisitions have been in storage for some time. Now from generous private financial donations a new gallery is being installed. The gallery plans for art of Africa, Oceania, and the Americas and will be called the Africa, Oceania and the Americas Gallery. Opening is planned for April 1973.

The Grand Jury recommends the establishment of this gallery and the projected plans, which include citizen and public school participation.

The Grand Jury wishes to commend the Director, Ian White, for his ability in handling this enormous undertaking, including his staff of co-workers.

The operation of the Brundage Collection will be covered in a separate report.

This Committee recommends the following:

A. That the Department of Public Works make a detailed study of the physical properties of the Palace of the Legion of Honor and a report be given to the Board of Supervisors and to the Museum Trustees.

B. Add the necessary guards and maintenance men for protection of this valuable property.

C. Microfilm all records so that copies can be kept off location in case of loss or fire. Each work of art should be pictured and described, the donor and artist named and a history of the ownership and display of the piece should be recorded. We found pages cut or pulled out of ledgers, thus removing valuable records.

D. This report is concluded with the hope that the staff at each of our excellent art museums, the de Young, the Legion and the Brundage, will find the means to work in greater cooperation and harmony than has been the case. They can take their lead and inspiration from all the many trustees who have worked with great rapport and understanding each for the other. The City is fortunate to have such able and well qualified museum staff personnel.

CALIFORNIA PALACE OF THE LEGION OF HONOR
AND de YOUNG MEMORIAL MUSEUM (continued)

We would say to them that thoughtful cooperation does not compromise loyalty to one's purpose nor restrict one's specific mission.

CALIFORNIA ACADEMY OF SCIENCES

This is the West's oldest scientific organization, whose main purpose is research and public education in the natural and environmental sciences. A large and fully equipped library is available for this purpose.

This museum has been awarded accreditation from the American Association of Museums. It ranks close to the renowned Field Museum in Chicago.

Many exhibits have been shipped to various parts of the world for study and proving the origin and home of these specimens. Also, by visits of the Director and his staff to these countries, many new specimens have been added to the various collections.

The Academy is governed by a Board of Directors who appoint the Director. The Board of Directors make a report at the Annual Meeting to the members of the Academy. The Board of Directors also receive all donations, trusts, and endowments, State and Federal grants and admission charges. City funds pay all salaries and wages, plus support and maintenance of the Steinhardt Aquarium. We would suggest that everyone take the time to visit and inspect the work accomplished in this field.

The Academy of Sciences is open daily and has been averaging an attendance of over 800,000 yearly. The attendance could probably be increased if Sunday automobile traffic were not prohibited. A conference with the Recreation and Park Commission members reveals that they are considering a new parking plan to bring relief.

We have observed on many occasions school buses from the Bay Area and as far as Sacramento arriving to see the various exhibits. Plans are in preparation for an addition on the back wing.

Dr. George Lindsay, Dr. Robert K. Orr and Dr. Earl Herald of the Aquarium and their assistants and staff are to be complimented for their professional excellence, devotion and untiring efforts in making this one of the outstanding museums in the nation.

CALIFORNIA ACADEMY OF SCIENCES (continued)

We recommend the following:

A. Additional guards and maintenance personnel must be added to properly preserve this City asset.

B. Relief on Sunday auto traffic: an improved automobile traffic flow with expanded parking must be provided.

Mrs. Lois T. Caesar

Dr. Ernest A. Siegal

Earle B. Brehaut, Chairman

EMERGENCY SERVICES

The Emergency Services of San Francisco operates on a budget of \$192,079, 50% of which is received from Federal matching funds.

Edward P. Joyce, the director, is by his ingenuity and aggressiveness endeavoring to do the impossible.

The apathy toward this vital service by the public as well as by the governing bodies of San Francisco is unbelievable. Only when the need is present will San Francisco's short sightedness be recognized; it will then be too late.

City Departments have shown no interest in putting up hard dollars for an underground communications center.

Plans for disaster related to the Bay Area Rapid Transit District are minimal for the potential presented. Only now are initial steps being taken to bring about plans for a disaster.

Recommendation:

The City make available sufficient funds for an effective disaster plan covering earthquakes, parapets, highrises, Bay Area Rapid Transit District, and also military action.

Selmar J. Monroe

Ernest J. Nackord, Jr.

Primo R. Repetta, Chairman

POLICE DEPARTMENT

In addition to the Office of the Chief, the members of the Police Committee visited all Bureaus and Units listed in the Table of Organization which ruled at the time of our interviews. We also visited all stations, the Academy, the Range, attended meetings of the Police Commission and rode as observers with sworn personnel on routine patrols. In every instance we were received with utmost courtesy and with an evident eagerness to fully contribute to our purpose through complete cooperation. The personnel were busy and businesslike. The premises were orderly, comparable to any representative commercial enterprise. We were particularly impressed with the spirit of pride which seemed to pervade the entire Department. We saw a great deal, and we were favorably impressed with what we saw.

As a result of our observations we have formed the very definite conclusion that the San Francisco Police Department is a highly professional organization functioning under completely competent leadership primarily concerned with the preservation of order under the law, the prevention of crime, and the apprehension of criminals.

Through active participation in training programs sponsored by State and Federal entities the Department continually strives to improve techniques and while impressive reflections are confidently anticipated due cognizance must be given to the fact that an appraisal of the degree of performance in relation to an objective must sympathetically be reconciled with a complete recognition of the extent of the problems with which law enforcement agencies are confronted.

No one phase of the activities of the Department should be singled out as being all important, rather the combined functions should be viewed as a cooperative effort in a common purpose, yet the fact remains that on any given day more than half of the inmate population of the City Prison and County Jails will be found to have been confined due to the commission of crimes related to drug abuse, therefore the impact of this facet of an overall problem cannot be overemphasized.

The function of the Narcotics Bureau is the apprehension of violators of the various laws pertaining to drug abuse and the educational counseling, particularly at the juvenile level, of the effects and consequences of addiction. The Committee recommends that sufficient funds be made available to the Bureau to enable it to significantly combat the flow of drugs within its jurisdiction looking to the day when elimination will become a reality. In addition, the number of drug related arrests should be recognized, and of that

POLICE DEPARTMENT (continued)

number how many are addicts, how many are dealers, how many of both are repeaters; is there any distinction in the treatment of addicts and dealers during confinement? Should non-criminal addiction be considered as differentiated from traffic, i.e., a medical problem? What would be the result if profit were removed from drug traffic? The Bureau should not be expected to answer these questions nor to accept responsibility for the custody, treatment or rehabilitation of those apprehended. Such remains the liability of an enlightened legislature.

Approximately 435,000 vehicles are registered in the City and County of San Francisco. This total swells to over 800,000 by the daily influx of cars entering the City, creating an inevitable traffic problem. The nature of the City itself must be considered when the problem of traffic is discussed. The downtown area was not designed to accomodate the automobile density currently being experienced. Were the Traffic Bureau to strictly enforce regulations currently in effect or adopt plans to completely correct the situation, the effect on merchants and other commercial enterprises would be disasterous. All the Bureau can hope to do is to create a situation with which all can live.

The Director considers that the over-all police problem in the city would be alleviated by the presence of sworn police officers at important traffic points rather than traffic controllers. Such would contribute in a measure to an oft-stated objective of "putting uniformed men on the streets".

The financial district and retail shopping area are possibly the most heavily populated portions of our City during the daytime and without a doubt the most vulnerable to an emergency during these hours. Traffic control-men would be of no practical value in the event of a combination of unforeseen circumstances requiring immediate action; therefore, we recommend that the Director of Traffic undertake a study which would lead to a replacement of traffic control-men by sworn personnel at strategic locations.

The school patrol program is working very well and the present quota of school crossing guards is in the opinion of the Director adequate. It is interesting to note that the Accident Investigation Bureau is charged with a quota of 55% valid investigations which could result in 95% convictions. During January the figures were 66% and 94.1% respectively. Such a program contributes to the effectiveness of investigation.

The men on the solo bikes are responsible to a program designed to hold down the accident rate in their respective areas. We might add that the three wheel bikes return an average net of \$63,000 annually, and the solo bikes \$23,000. While these figures are impressive it must be remembered that the Bureau is not designed to return a profit but, in the words of the Director, to reduce the

POLICE DEPARTMENT (continued)

incidence of accidents and to implement the flow of traffic.

The "Cable System" developed and operated by the Bureau of Criminal Information was designed to contribute to and increase the effectiveness of the forces in the field. It is significant to note that an initial two months of an incomplete operation (the time of our visit) resulted in an increase in warrant arrests of 52%. Field support results attributable to "Cable" for the month of February and March were:

Arrests in San Francisco on traffic warrants via field checks	4,175
Traffic warrants served in San Francisco	11,171
Bail on warrants served in San Francisco	350,664
Criminal (non-traffic) warrants served	649
Arrests in San Francisco on "Criminal warrants"	566
Total arrests via "Cable System" field checks procedure	4,741

All bureaus interviewed were enthusiastic as to the possibilities inherent in "Cable" and were awaiting with natural interest its expansion.

The ranks in the Department are spelled out in Section 3.531 of the Charter; the several ranks in the Department shall be as follows: Chief of Police, Deputy Chief of Police, Director of Traffic, Chief of Inspectors, Inspectors and Assistant Inspectors. The rank of Detective is not listed. The Charter should be amended, or other legal means be found so as to give the title of "Detective" to current "Inspectors". Webster defines the latter as a "police officer in charge of a number of precincts" the former as "one employed in detecting law breakers". It would seem that "Detective" is more descriptive.

The California Council on Criminal Justice has allocated \$300,000 for a special program in selected areas of the state which will carefully be evaluated for relative performance. Of this figure \$81,000 is being charged to the account of the San Francisco Police Department; however, payment will be made in kind, i.e. services. Program 459 which started on April 3, 1972, will be conducted for one year in the Mission District (Army Street to the Freeway, Market Street to Twin Peaks). Fifteen men, two of whom speak Spanish will

POLICE DEPARTMENT (continued)

engage in a year long program concentrating on burglary prevention and detection in the area. Two cars will patrol in concert with the regular detail from the Mission Station; however, the latter will assume responsibility for their own arrests while the former will handle arrests generated by the Program. In addition, there will be a "Fence Squad" to track down stolen property.

The California Commission for the training of Peace Officers administers a fund, the source of which is a surcharge of \$5.00 against each \$20.00 fine which is used for the training of Peace Officers. One hundred percent of the first 400 hours of the \$150.00 weekly salary of recruits, numbering approximately 40, is paid by this fund. In addition, the California Council of Criminal Justice provides a fund of \$500,000 annually for the training of Police Officers. All personnel while engaged in training receive full salary. Of the \$500,000 provided, \$300,000 is directed to the general fund, with the balance of \$200,000 being earmarked for the Police Department. In that the Department initiates the source of the funds, the Committee considers that the major share should accrue to it.

The Bureau of Personnel and Training is responsible for the training of recruits and the continuing instruction of sworn personnel in the up-to-date techniques of modern criminology. Comprehensive material prepared by the Bureau is presented to each precinct detail in visual form with appropriate narrative, thus contributing to a contemporaneous knowledge of the developments in crime prevention and apprehension. The Bureau is housed in the Hall of Justice and in the opinion of the Committee the quarters are inadequate. We consider that the Bureau should be relocated to the Police Range and that facilities consonant with the training objective be provided.

The need for moving target was importantly expressed, a requisite which has been delayed due to a lack of funds. The Committee considers this to be essential as throughout the year the Grand Jury has had examples of seeming deficiencies in marksmanship which could have resulted fatally for the personnel involved. We should realize that acts of criminal aggression are not directed solely against the civilian population as is attested to by the number of members of the force who have given their lives in the course of duty.

The number one priority of the Patrol Bureau is equipment; the tools which will enable the patrolmen to more effectively perform their duties. An effective officer must have the potential of mobility, and must have the ability to communicate accordingly, sufficient automobiles and electronic devices are a requisite. Police on the streets, i.e., foot patrolmen by their presence create an image of security; however, they would prove to be ineffective in the instance of a criminal fleeing the scene of a crime by

POLICE DEPARTMENT (continued)

automobile. Further, a mobile officer can cover more territory in a shorter space of time. The only exception to this would be traffic officers at strategic downtown locations where they would be a deterrent to law violations in the heavier congested areas. The members of the Committee consider that measures should be undertaken to dispel the widely held belief that "more men on the streets" (foot patrolmen) would immediately result in a marked decline in crime. Our society travels on wheels; the criminal is no exception. Effective detection and apprehension requires both mobility and communication, the ability to be on the scene without delay and to call on the wide resources of the Department for assistance as needed, advantages not generally enjoyed by the foot patrolmen.

At the time of our visits the Department was contemplating the replacement of worn out automobiles which when delivered will be equipped with the latest electronic devices. The Purchasing Department has recommended that Police Department cars be replaced as follows:

Star Cars- - - - - 2 years, or 60,000 miles

Undercover Cars - - - - - 4 years, or 60,000 miles

Patrol Wagons - - - - - 4 years, or 100,000 miles

The Department considers that the patrol vehicles should be replaced at 60,000 miles in which the Committee concurs.

Gambling, prostitution and pornography, all in the liberal category of non-victim crimes, if one will overlook the broad effect on society, fall within the responsibility of the Special Services Bureau. The Bureau also considers liquor violations; i.e., the criminal status of licensees. Gambling seems to be centered in Chinatown and apprehension or detection is almost an impossibility due to the nature of the participants. Oriental personnel in the Department are either understandably reluctant to serve due to fear of retaliation or are ineffective due to recognition or other related protective measures. Traditionally the residents of the area have seemed to have preferred to solve their own problems, although the situation has changed recently by the presence of newly arrived immigrants some of whom are locally considered undesirable. The Department experiences extreme difficulty in attracting witnesses who will openly testify against their peers.

On the broad score, the Bureau does not consider that legalized gambling is the answer to the inherent urge of man, and can produce statistics to show that those areas which legalize gambling have a higher incidence of crime than San Francisco.

At the most, pornography considers a small number of individuals. At the time of this writing, 300 cases were pending against

POLICE DEPARTMENT (continued)

them. The decisions of the courts will establish a precedent for further action.

The recidivous prostitute accounts for half of the arrests for prostitution. The Department is entirely dependent on the courts to hand down decisions which will deter crimes in the vice category.

The Juvenile Bureau, as the name implies, considers violations of the law involving juveniles. In almost every instance the Bureau cannot act until the home has failed. Prevention through example and education is an important part of the Bureau's program. The Police Athletic League being a fitting illustration. Through these activities young people are imbued with the potential of good citizenship by being exposed to the code of good conduct in competitive sports. Three strikes and you're out and the umpire calls the plays, akin to our legislative and judicial systems. A young mind properly attuned to fair play is an unlikely prospect for adult failure.

The preservation of the integrity of the Department is the primary concern of all Bureaus, in particular that of the Intelligence Unit. Its operation can extend beyond the confines of the City and County wherever unity of purpose is threatened. Inquiry and observation as to the intent of subversive groups falls within its scope, and activities including infiltration are conducted in a C.I.A. atmosphere with utmost anonymity. The unit also investigates internal malfeasance as to the source of the evidence. Accordingly, performance however noteworthy cannot be publicized.

Overtime has prominently been featured in the media with statements being made that the upper ranks are the principal beneficiaries; however, the facts are that 93% of the overtime is paid to the ranks of Sergeant and below. The rate is not at the conventional time and one half but straight. Approximately \$8,000 to \$10,000 overtime is paid to patrolmen every two weeks to cover court appearances and other non-detail duties. Overtime is a necessary evil in police work particularly in the Inspector's Bureau. An Inspector cannot discontinue an investigation of a homicide simply because his eight hour shift has expired, rather his preoccupation is limited solely by the terms of human endurance.

We commend the program of the Department in having substantially reduced overtime and recommend that such objectives be continued and be expanded; however in those instances where additional working hours are necessary, then the individual involved should fairly be compensated. Funds for this purpose should be set aside so that the lack thereof will not cause the tender of involuntary time-off as an in-lieu payment.

The Legal Office considers the intent and implementation of legislation as well as litigation affecting the Department. It

POLICE DEPARTMENT (continued)

handles approximately \$40,000,000 annually in claims against which approximately \$15,000 is paid out, the balance being successfully contested. At the time of our visit the Office was badly in need of books. The Committee recommends that these books immediately be provided.

The Grand Jury Committee believes that a transfer of the custodial function at the city prison from the Police Department to the Sheriff would result in operational difficulties. The Grand Jury Committee on the Sheriff's Office will offer more detailed support of this observation.

The Committee does not approve of negotiated pleas. Accused on bail through reduced charges commit crimes in order to finance their defenses, and further when confined on a misdemeanor charge for a minimum time against the commission of a felony, the concept of punishment to fit the crime loses meaning. During 1971, only .025% of those arrested on burglary charges were convicted and sent to prison.

A citizen who has a real or fancied grievance against the Police Department will find that the Internal Affairs Bureau will responsibly respond to the complaint in a completely objective manner so as to conclusively determine the validity of the allegation of misconduct on the part of a member, whether on or off duty, and may be made at any Station, Bureau or Unit. In the instance of minors (under 18 years of age) the complainants must be accompanied by a parent, guardian, or responsible adult. The procedure for the handling of the complaint is spelled out in Permanent Order No. 2 issued by the Chief of Police under date of April 17, 1967. The purpose of the order is to recognize misconduct and to take appropriate measures for correction, and to maintain the efficiency and safeguard the reputation of the Department.

Community and public relations are so synonymous as to be practically interchangeable. In a commercial sense the latter would be used and in general the purpose would be the creation of a favorable image for an enterprise. The Police Department is in an entirely different situation in that with minor exceptions contact with the public is not always under pleasant circumstances. In many instances action is politically motivated, totally unrelated to normal law enforcement. Yet the need for an understanding of its objectives and programs is obvious. There seems to be a complete lack of communication with the public, a situation which could be remedied by effective public relations. Rather than the creation of an image, we believe that the Department in concert with other involved agencies should strive to engender a respect for the law, an overwhelming conviction on the part of the entire community that only with order under the law can a free society survive and prosper. The abuse of freedom can have disastrous consequences. In a free world we only enjoy freedom as long as we use it to discipline ourselves. Indeed, we abuse freedom unless we use it to protect integrity within our society and that includes the integrity of the value of the rules of



POLICE DEPARTMENT (continued)

conduct devised by a duly constituted authority.

In the course of duty, a policeman does not aspire to be loved or admired. Rather, he wishes to be respected in his role as a protector; so far as he is able; of the lives and property and constitutional rights of all men - a vow he took as a recruit. Beyond that he cannot go. He cannot be held accountable for the failure of society.

The Committee thoroughly reviewed the reasoning of the Department with respect to the closing of the two district stations considered non-contributory, as well as the program submitted by the Chief for reorganization which led to the adoption by the Grand Jury of the following resolution:

"Intensive observation of the San Francisco Police Department has been made by the 1972 San Francisco County Grand Jury since mid-February and will continue to year end. While the principal responsibility for this inquiry rests with the Police Committee every member of the Grand Jury has been involved. Fifteen jurors have ridden all night with patrol squads. All functions and stations have been visited; all commands from the Chief to the City Prison have been probed.

It has been made abundantly clear that crime is deterred and/or discovered to a large degree by mobile police patrol. Direct service to the public can be measured in police response time to a call for assistance or report of a crime - again a matter of the number of officers on duty and their mobility. Policemen are not sitting in police stations waiting for these calls - they are on the street.

It is obvious to this Grand Jury that the closing of the Park and Potrero stations has not in any way reduced service to the public. In fact, since the closing, crime has actually been reduced. As this Grand Jury sees it the issue has become emotional and highly political without proper regard to the facts.

We deplore the action of the Board of Supervisors in the attempted usurpation of the responsibility of the Police Commission and Police Department in deciding how best to provide protection to our citizenry. The Grand Jury believes that successful police performance is the criteria and on that basis urges a no vote on Proposition K which would require a re-opening of Park and Potrero stations.

After its studies the 1972 Grand Jury also concludes that the proposed police reorganization as submitted by the department to the Police Commission is worthy of adoption. In our opinion it will result in improved service and efficiency,



POLICE DEPARTMENT (continued)

salary structures that are more equitable and command salaries that are commensurate with the responsibility, and the ten bureaus or departments added since 1930, date of the last previous reorganization, are more logically structured and integrated and reflects the needs of the police in 1972."

Notwithstanding the result of the referendum, the Grand Jury reaffirms its position with respect to the closed stations, and the involvement of the Board of Supervisors in administrative decisions of the Police Department, as expressed in its resolution.

The Committee offers the following recommendations:

1. The City Prison should continue to be the responsibility of the Police Department.
2. The Director of Traffic undertake a study which would lead to a replacement of traffic control men with sworn personnel at strategic locations.
3. Expand the "Cable" system to interested Bureaus and Units.
4. Amend the charter, or adopt what other legal means may be necessary so as to give the title of "Detective" to current "Inspectors".
5. Relocate the Academy to the Police Range and provide adequate facilities.
6. Follow the recommendations of the Purchasing Department with respect to the replacement of automobiles, excepting patrol wagons.
7. Make sufficient funds available to the Narcotics Bureau to enable it to combat the drug problem.
8. Provide the Legal Office with the books it needs.
9. The Department in concert with other involved agencies should embark on a program which would engender a respect for the law.
10. Whenever additional working hours are necessary then the individual involved should fairly be compensated.

Maurice S. Lanning

Byron J. Samuel

Andrew C. Glover, Chairman

ASSESSOR

Assessor Joseph B. Tinney has been most cooperative in responding to questions of this Committee and inviting the Committee to inspect his office at any time.

The property tax yields 38% of the entire revenue of the City and County of San Francisco and for the 1972-73 fiscal year, the yield of both locally and state-assessed property will be \$295 million plus.

The importance of this office cannot be over-estimated and its efficient functioning should be a matter of major concern not only to public officials but to citizens generally.

Despite the fact that the assessment rolls each year have shown a gratifying increase, the fact is that when Mr. Tinney took office in 1966, there were 141 permanent employees plus 107 limited tenure employees. In 1972 there are 133 permanent employees plus 26 limited tenure employees and 13 Emergency Employment Act employees funded by the Federal Government.

In order to keep absolutely current with market conditions and to establish realistic guidelines for the equalized assessment of comparable properties, the Assessor has all information regarding sales of property fed into the computer and every three months receives a print-out indicating the sales price, the Assessor's appraisal of full cash value, the assessed valuation and the ratio of his assessment to actual sales price. This device provides the Assessor with a constant review of the real estate market and indicates areas which call for closer examination by his appraisal staff.

Another of Mr. Tinney's innovations has been the establishment of an Assessment Standards Division in his office which conducts internal audits of the quantity and quality of work done by the Valuation Divisions and reports its findings directly to the Assessor.

Here, again, is a device which discloses the efficiency of his staff and gives the Assessor a realistic basis for any remedial action that may be called for.

Despite the importance of the work of the Assessor's staff, this Committee takes official cognizance of a long standing and inexcusable inequity in the salaries assigned to the Personal Property Auditors and the Real Property Appraisers of the Assessor's Office as compared to salaries assigned to the Accountant classes and to the Right of Way Agents. The positions are comparable in every important

ASSESSOR (continued)

respect, but the disparity in salaries remains a continuing threat to continuity of employment in this very sensitive and important office of City Government. This inequity has caused a needless turnover of skilled and experienced personnel in the Assessor's Office.

The Civil Service Commission should take prompt and effective action to correct this inequity and it is hereby urged to do so.

TREASURER

The Treasurer's office, headed by Mr. Thomas Scanlon, an elected officer of the City and County of San Francisco, functions according to local and state regulations.

The revised local Administrative Code allows short term investments by the Treasurer. This policy was initiated in December 1971. Earnings from these overnight and weekend investments amounted to \$543,831 during the first year. It is anticipated that earnings for the fiscal year 1972-73 will approximate \$500,000.

Since the employment of an Investment Specialist, a position created this fiscal year, a program of competitive bidding among the five major banks in Repurchase Agreements was initiated. In so doing maximum interest is earned. For example, during the month of November 1972, rates of 4-3/4% to 5-1/8% were obtained as compared with Certificates of Deposit, at 4-3/4% for 30 days.

For liquidity, limited investments were made in short term U.S. Treasury Notes. These notes may be traded for higher yields or sold immediately without any loss of interest. There is currently \$10 million invested in U.S. Treasury Notes with equivalent yields of 4.88 to 5.10%.

Increased security installations and renovations including sheet metal siding, bullet proof dividers and other modifications requested by the Treasurer and designed by the Bureau of Architecture are almost complete. It is expected that this increased security will result in reduced insurance risk and premiums.

There has been numerous fraudulent claims and forgeries against the office of the Treasurer during the year ending June 30, 1972, resulting in a loss to the Treasury in the amount of \$7,457.89. Numerous methods were employed to lower the incidents of fraud but with no dramatic result. The Treasurer has requested funds for leasing camera equipment at the cost of approximately \$200 per month. These cameras photograph those conducting transactions at the window.

TREASURER (continued)

This Committee feels strongly that this procedure would save the City from these losses. The experience of the Police Department has been that where these cameras are in use, such as in private industry in San Francisco, the number of fraudulent claims has fallen off and the number of arrests and prosecutions for fraud has increased. The Grand Jury recommends this installation.

The department cashed approximately 2,500,000 warrants for welfare recipients during the last twelve months. This increased work load is reflected in the budget by the leasing of two additional IBM machines, a warrant sorter and an accounting machine.

Both Mr. Thomas Scanlon, City Treasurer and Mr. Gin L. So, Chief Assistant Treasurer, have been most cooperative with the members of this Committee. We wish to commend them and the other members of the department for their fine efforts in serving the City and County of San Francisco with new innovations.

Earle B. Brehaut

Earle V. Hull

Mrs. Camille Leong, Chairman

SUPERIOR COURT

In summing up the results of this Committee's meetings with the Presiding Judge of the Superior Court, the Executive Officer, and staff members of the Superior Court and Grand Jury observations the following facts have been noted.

Crowded space conditions remain a major problem. It is common occurrence to note during recesses called during hearings, attorneys and clients huddled in the outside halls to confer. During recesses jurors also retire to the halls for lack of juror assembly rooms. The Grand Jury has made recommendations to alleviate this space problem which affects not only the Courts but the entire City Hall, to wit: explore the feasibility of acquisition of the Metropolitan Life Insurance Building, confining the activities of the City Hall to the Courts, elected officials and those offices catering to the public in general. This year, the Hon. Donald R. Wright, Chief Justice of the California Supreme Court, temporarily appointed all Municipal Court Judges to serve as Superior Court Judges at times when the Municipal Court calendar permitted. The Municipal Court has assigned several Judges to the Superior Court and the results have been very gratifying.

Superior Court Case Backlog: This has been a major problem in past years; however, currently the Court has eliminated the backlog of criminal cases to where new cases can be heard within 60 days unless the defendant waives time for trial. Our last check of the Criminal Division indicates a drastic reduction in the number of pending cases. For comparison, the number of pending cases in this division in November of 1970 totaled 771; in November, 1971 the figure was reduced to 573; and as of November, 1972 the number had been reduced to 224 cases. Referring to civil cases, as of the end of November, 1972 the Superior Court had disposed of 2,355 civil jury cases and 1,350 civil non-jury cases. In addition an audit of the civil active calendar has revealed that 1,012 cases carried on that calendar have been settled or otherwise disposed of.

One favorable factor contributing to this excellent showing results from the Superior Court putting into operation in December, 1971 the San Francisco Attorneys' Special Arbitration Plan. This plan is a joint effort by the members of the plaintiffs' and defendants' Bar to expedite the trial of pending cases. Under the provisions of the plan parties to cases pending in the Superior Court may stipulate to have their cases heard by an attorney who has volunteered his services to act as an arbitrator. These cases are heard in the attorney's office and the awards are limited to no more than \$7,500 unless the parties agree to a higher limit. As of November 29, 1972, 75 cases had been disposed of by the use of

SUPERIOR COURT (continued)

this plan and 37 cases are now going through the arbitration process.

The Presiding Judge, Honorable Byron Arnold, attributes this excellent showing in reducing the number of pending trial cases to "Team Work" on the part of all the Superior Court judges.

The Grand Jury suggests that judges continue a policy of insisting that civil cases come to trial when scheduled as that action has resulted in the settlement of many cases out of court. Renewed vigor in the effective use of arbitration to reduce cases on the court's calendar should be encouraged by all judges.

In conclusion, this Grand Jury feels the Superior Court has shown remarkable progress in 1972 in bringing the duties and functions of the Court to an excellent high standard.

JUVENILE COURT - YOUTH GUIDANCE CENTER

On our first visit to the Juvenile Court and Youth Guidance Center the following conditions existed:

Then and currently, the grounds are certainly not escape proof. While the yards are fenced with barbed wire, one has only to throw a blanket or jacket over the top of the barbed wire fence, climb up and over for a clear escape. Previous recommendations to better secure the buildings to prevent escapes have not resulted in any action.

Earlier this year it was noted that many of the girls' rooms needed cleaning and painting. We are pleased to report that the girls themselves initiated a program to dress up their rooms, after which they held an open house. Members of this Committee attended the open house and extended their congratulations to the girls for a job well done.

The Juvenile Court labors with poor equipment. Two court automobiles are out of service due to mechanical problems. Type-writer equipment is outdated, some not in working order, and cannot be repaired or maintained for lack of funds. Hence the Grand Jury recommends some action be taken to correct this situation.

The Juvenile Court has made many requests for additional personnel, mainly probation officers, trainees for probation officers and clerk-typists. We understand the Civil Service Commission has not provided examinations for positions in the Juvenile Hall which has resulted in 50% being filled on a temporary basis. A previous Grand Jury recommendation that a minimum of three

JUVENILE COURT - YOUTH GUIDANCE CENTER (continued)

Assistant District Attorneys be assigned to Juvenile Court has resulted in the Board of Supervisors approving the appointment of one Assistant District Attorney to assist the staff at the Juvenile Court. This approval was given on March 20, 1972.

Members of this Committee visited the dining room and kitchen areas, which were found very clean and comfortable. We were shown the menu of meals to be served during the week. The Head Chef advised us the meals were substantial and in keeping with the proper nutrition necessary for "growing boys and girls."

Much credit is due to some 25 men and women volunteers who are giving of their time and talents in working with the inmates in the field of entertainment, recreation, studies and rehabilitation.

Last, but not least, we feel that the officers and staff interviewed were very much concerned with the boys and girls under their guidance and most sincere in their efforts to rehabilitate these youngsters.

ADULT PROBATION DEPARTMENT

This department functions as an investigative and rehabilitation arm of the Criminal Courts. It performs investigations (following a plea or finding of guilt by offenders) and presents a recommendation to the Courts as to whether or not probation should be granted or denied, and then supervises those persons who are placed on probation. The department is likewise responsible for the collection of fines imposed by the Courts, the collection of money in restitution, and the collection of money for child support ordered by the Courts. The personnel of the department consists of 65 permanent employees and 32 temporary employees (permanent jobs waiting for examinations), a total of 97 employees, plus 13 Federally funded positions.

The major problem of the department is that it is seriously understaffed. The department receives approximately 800 cases per month. As of November 30, 1972 there were 17,541 cases on file; which figures an average case-load of 278 per man. The Federal recommended maximum is 60. The result is that a vast majority of those on probation are going unsupervised.

In the past two years the department has requested 35 additional probation employees. None have been granted. This year the Mayor authorized 6 additional employees; but this was cut by

ADULT PROBATION DEPARTMENT (continued)

the Board of Supervisors, hence no additional employees have been received. Presently the Chief Adult Probation Officer, Warren Jenkins, has made an emergency request for two more cashiers to enable the department to be able to furnish the Electronic Data Processing Department with necessary information for them to fulfill their obligations to the Adult Probation Department. Some relief for the Adult Probation Department is hoped for in present negotiations with the Municipal Court to eliminate some 4,000 cases (misdemeanor charges) from the responsibility of the Probation Department.

The Grand Jury recognizes the terrific work load of this department, and recommends serious consideration be given to their requests for additional personnel.

MUNICIPAL COURT

The Municipal Court has one problem in particular - - - lack of space and courtrooms. This is very obvious and can be observed during trial recesses when attorneys and clients are forced to use halls and corridors as a meeting place with no privacy whatsoever. This problem has existed for several years; past Grand Juries have commented on this; however, the situation has not improved. This Grand Jury believes that the problem can be corrected only if and when provisions are made for adequate space requirements for all departments in the City Hall. This Grand Jury has previously recommended that the City and County explore the feasibility of acquiring the present Metropolitan Life Insurance Building. If this building were acquired many city departments could be moved from the City Hall affording additional space to the Courts where space is urgently needed.

The Municipal Court has encouraged the use of "mini-juries" (6 or 8 person juries), in both civil and criminal trials, this of course, with approval of attorneys on both sides. Starting in 1971 approximately 90% of civil trials were tried before "mini-juries" with considerable success. This situation does have some draw-backs, particularly in criminal cases. Some lawyers believe it is more difficult to convince 12 jurors than 6; some believe a hung jury is more likely with 12 rather than 6 jurors. Use of small juries reduces the cost of jury fees, the time to impanel a jury, the time to deliberate and finally reduces the court days needed to try a case. This Grand Jury recommends continuing and increased use of such procedure.

This jury suggests that the Judges continue the policy of insisting that civil cases come to trial when scheduled as this action has resulted in the settlement of cases out of court.

MUNICIPAL COURT (continued)

Renewed vigor in the effective use of arbitration to reduce cases scheduled for court trial should be encouraged by judges. The San Francisco Trial Lawyers Association, the California Trial Lawyers Association and the American Trial Lawyers Association could all be of considerable assistance in encouraging this procedure.

This year the Honorable Donald R. Wright, Chief Justice of the California Supreme Court, temporarily appointed all Municipal Court Judges to serve as Superior Court Judges at times when the Municipal Court calendar permitted. The Municipal Court has assigned several judges to the Superior Court, which has resulted in the disposition of many jury cases. Continuation of this procedure when possible is recommended by the Grand Jury.

At a meeting in September with the Presiding Judge of the Municipal Court it was indicated there were two vacancies for judges in the Municipal Court. These vacancies are filled by the Governor of the State of California. To date only one appointment has been made and as the other vacancy has existed for several months, the appointment for filling the same appears overdue.

In conclusion, the Grand Jury feels the Municipal Court has done a rewarding job in 1972 in clearing its calendar and in assigning several judges to assist the Superior Court. The work of the Municipal Court has by no means slackened during the year 1972 and the court has successfully kept pace with this situation.

LAW LIBRARY

The function of this department is to maintain a County Law Library accessible to members of the judiciary, attorneys, Federal, State and local officials, and residents of the City and County of San Francisco. There are approximately 200,000 volumes available in the City Hall, and approximately 40,000 volumes in the branch library in the Mills Building on Montgomery Street. The estimated cost of the books in the libraries is \$2,000,000 and the estimated value today is approximately \$10,000,000.

The Grand Jury finds the most disturbing situation in the Law Library at the City Hall is lack of space. Books are stored in the Main Library on the fourth floor of the City Hall, in the basement of the City Hall, and older volumes in quantity are kept on the fifth floor of the City Hall.

We are informed that some 30,000 volumes are not shelved due to lack of space. This situation has existed for several years.

LAW LIBRARY (continued)

Past Grand Juries have commented on this, and this Grand Jury will likewise go on record as recommending that some action be taken to make space available to those departments in the City Hall that are closely allied with the Courts, and this of course, would include the Law Library.

LOIS T. CAESAR

PERTRAM H. SHAUGHNESSY

EARLE V. MULL, Chairman

BOARD OF EDUCATION

We are pleased to report a psychological recovery in the school system since last summer. It will take a long time to cure the many ills that plague the system, but we are confident, along with most of the City, that the new Board and Superintendent are moving in the right direction.

The Board meetings are civilized and apparently defused. The respect Board members seem to show for each other's ideas has affected the audiences. The statesmanlike manner in which the Board conducted its business during the very trying month of August was a great start. Dr. Steven Morena is in charge. We have noticed a diminution of factional loyalties to groups, causes and individuals and a return of loyalty to the job and single objective of the District - to educate children.

This would be the proper time to commend a particular individual in a very unglamorous job, Mr. Hugh Wire, Administrative Assistant to the Superintendent. This is his third superintendent. All have apparently placed great trust in him as a person during crisis. In all cases it was well placed. Old fashioned loyalty we all talk about, but rarely see.

We hope the Board will make an immediate search, following lawful procedures, which require public advertisement, for a permanent Superintendent with a long term contract. We cannot ask Dr. Morena to continue more than one year on an interim basis. He cannot afford to give up his permanent position in the Community College District unless there is a clear expression of confidence in him by the Board and the people. Based on close observation during his first four months in office, the Grand Jury concluded that Dr. Morena is eminently qualified for the job as Superintendent.

The media play an important part in the educational system of this City. Reporters from the Chronicle, Examiner and Progress, all cover the school system in depth. They not only cover Board meetings but are constantly visiting schools, attending committee meetings, and talking to all involved. The three reporters of above mentioned newspapers are among the most knowledgeable outsiders to the school system and deserve a thank you from the City for their role.

The new Board is attempting to avoid rushing through action and has established many committees; this gives the public more direct opportunities to get involved in the system. It also cuts down the amount of the time required for Board meetings. There are approximately thirteen standing committees and subcommittees with

BOARD OF EDUCATION (continued)

frequent meetings. We, however, question the physical ability of the staff and board members to go to as many as five committee meetings in a week.

The Grand Jury has looked into the matter of what should be discussed in public and what should be discussed in Executive Session. We have been advised by the District's Legal Advisor that it is his interpretation of the law that the following matters may be considered by the Board of Education in an Executive Session:

1. The appointment of personnel.
2. Charges or complaints against an employee.
3. Consideration of disciplinary action against a pupil.
4. The status of negotiations with employee organizations.
5. Matters relative to litigation with legal counsel.

We have discussed the matter with the president of the Board, who is also an attorney, and have been advised that Executive Sessions are limited to those items legally permitted. Withdrawal of an agenda item on request of a Board member is usually agreed to by the board as a matter of courtesy. We accept the right and the necessity of Board members to talk to each other as individuals at other times than in public sessions. On this basis, the Grand Jury is satisfied with the Board's answer.

There have been many exemplary programs implemented by the School District in the last 18 months. It is easy to take these for granted, but much effort went into pre-planning by Board, staff and teachers. Specifically we are impressed by the cooperation between the San Francisco Unified School District (SFUSD) and Recreation and Park Department personnel to operate interschool, schoolyard and night recreational programs. The volunteer program in art at Alvarado School has also been most successful. Innovative programs such as the reading program at Pelton Junior High School and the mathematics reading program at Ben Franklin Junior High School have received state-wide attention. It is still too soon to measure results, but there are high expectations for the teacher learning centers which have been established. The Board and Superintendent have been receptive to alternative approaches to education. This same attitude has been evident by their willingness to listen to the concerns, frustrations and fears of all involved. We hope it continues. Increased communication and flexibility has done much to improve the confidence of many segments of the community in the school system. In spite of the problems, the desegregation of the elementary schools could not have been achieved without this willingness for better communication on the part of the Board and the confidence of the majority of the involved parents.

The fiscal situation in the School District is in apparent chaos. The Board and Superintendent are very aware of these problems and have asked the State Board of Education for auditing assistance.



BOARD OF EDUCATION (continued)

The Superintendent is also reassessing the value of current contracts with consultants.

The criticism on lack of supplies at schools was much less this fall than last. It is our impression that poor estimates on enrollment created most of the problems in 1971. The Supply Division worked diligently during this past summer to get supplies where needed. This included deliveries starting in early summer with a new procedures system.

We believe the entire concept of a School District warehouse is questionable. The SFUSD offered the Community College District the privilege of procuring equipment and supplies from its central warehouse at the cost of the item plus 21% for processing. The Community College District determined that its cost would be less than the 21% processing charge by ordering directly from the vendor, in quantities required and when needed. It should be pointed out that Community College District serves four facilities while SFUSD serves 135. Systems contracting is a concept being utilized by many private companies where term contracts are given to vendors on a bid basis for groups of supplies, services and equipment. Individual facilities place their orders directly with the vendor, items are drop shipped from the vendor's warehouse directly to the using facility at set prices. Special items could be stored in the City's warehouse.

The Stull Bill was recently enacted by the legislature to provide a system for evaluating the professional competency of certificated personnel. Each district is supposed to establish its own forms, guidelines and techniques. These are supposed to be distributed no later than April. We do not believe that this is enough time for a principal to start a new program for evaluating a year's work of all the teachers in a school. The program does not include evaluation of half of the district's employees, the classified personnel in civil service - and it should.

Negotiations for teachers' salaries and benefits commence prior to approval of the budget for the next school year. Often-times negotiations turn around what are known as "unexpended funds". It is the opinion of this Grand Jury that no matter how large the deficit (or how great the surplus) negotiations should be based on how much the teachers are fairly entitled to receive. Negotiations for the District involve so many areas and are so vital to the welfare of the District, that it would seem appropriate to have the negotiations done by a full time employee, possibly a lawyer skilled in labor negotiations. This could and should be done with existing staff at no increased cost to the District.

The Board established procedures for selection of architects in 1969. For the three schools in Bayview-Hunters Point,



BOARD OF EDUCATION (continued)

architectural firms from Southern California were selected, largely because the heads of the firms are Black. Unfortunately, this policy has not created employment for any Blacks or other minorities in San Francisco.

The School District faces a Field Act crisis during the next three years. Field Act compliance to bring schools up to minimum standards to withstand earthquakes must be achieved by 1975. We failed to pass the necessary bond issues. Thousands of students must therefore go on split sessions and more busing will be required. The District and the Department of Public Works are probably a year behind. Additional problems are foreseen with expiration of building trade contracts in June, 1974. If proposed bond issues fail this fall, the situation could be catastrophic. The urgency of the situation cannot be overstated.

Students in San Francisco high schools normally study American Government, but the inclusion of the San Francisco Charter for study is optional with the teacher. The Grand Jury has found that many of the obstacles to effective and efficient City government are found in the Charter. Many of the attempts to improve the Charter over the years have been defeated. We believe that this is largely due to lack of knowledge on the part of the voters. The final report of the San Francisco Citizens Charter Revision Committee recommended that there be a mandatory program of Charter education in the secondary schools, and that it be mandatory to maintain copies of the Charter in the school libraries. We vigorously endorse this recommendation.

The District has an extensive program on drug abuse education. This program is largely financed by Federal funds. Training programs have been established to prepare teachers to carry out effective drug misuse prevention instruction. One of the weaknesses is that only 20% of the certificated personnel have enrolled in in-service courses.

If students are absent, even if in the vicinity of the school, or if the absenteeism is a direct result of drug abuse there is no provision made by the District to provide for problems outside of school or for the student who is handicapped because of drug abuse. The latter is supposed to be mandatory under the Drug Education Act of 1971.

Many of the teachers involved in the health programs feel that the drug abuse problem has peaked as a crisis, but that it still is of major proportions. They are confident that they can make headway in the drug field by awareness programs in elementary schools and more sophisticated programs in the secondary schools.

They seem more concerned with the rising venereal disease problem which is reaching epidemic proportion in the District. Most



BOARD OF EDUCATION (continued)

teachers want to use the same techniques used in the drug program, which consists of presentation of facts rather than moral theories. Others want to use the programs developed by the Armed Forces based on fear.

The counseling program for students is woefully understaffed, especially for the opening week of each semester. A counselor is responsible for guiding as many as 400 individual students. Students who want to change courses are forced to wait for weeks to see a counselor; consequently, by the time they get into the correct course they are starting far behind others.

The zone concept is great on paper but appears to need some modifications if it is to succeed in reality. The zones are lines on a map. Parents involved in any one zone seem not to have interests in common. Some of the spokesmen for a zone appear to represent special interest groups rather than a majority of the parents or students. The zone administrators are of all ranks and none seem to have influence at Van Ness Avenue. The real decisions are made at the Central Office; the zone is bypassed. The zone system can be great if it is overhauled and then supported on a day-to-day basis by the Board and Superintendent.

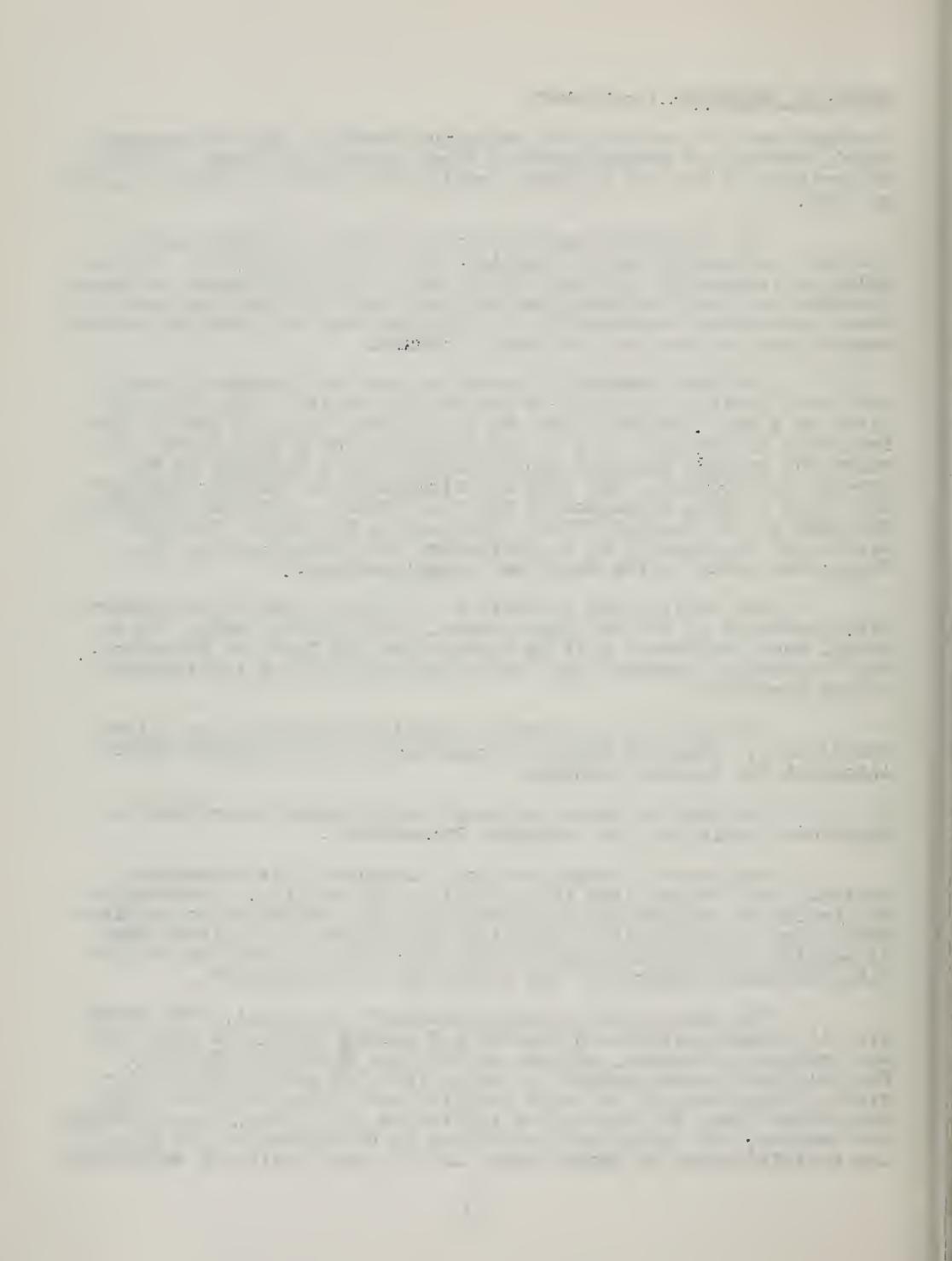
The entire city is aware of the heavy load of administrative personnel at 135 Van Ness Avenue. Cuts must be made. By so doing, much confidence will be restored to the Board of Education. Top leadership, however, must be in keeping with the requirements of the District.

There are two important vacancies that should be filled immediately. They are Deputy Superintendent and Associate Superintendent for Budget Planning.

The cost of these positions can be more than offset by judicious pruning of the overgrown bureaucracy.

The Board of Education has a complete data processing system. Much of the time it is utilized by the City. Considering the increased demands on the system, and the similarity in requirements when compared with other City departments, we believe there is possibly much duplication in administration between the SFUSD's data processing system and the City's own EDP Department.

The appearance of most schoolyards is dismal. The areas are all asphalt with chain fencing and unattractive. We have seen two notable exceptions, Argonne and Madison Elementary Schools. For relatively small amounts of money (\$10,000 and \$5,000 respectively) when compared to total facility cost, the yards have been landscaped along the borders on the inside with grass, trees, shrubs and benches. We understand that there is reluctance on the part of the Administration to expend money in this area until the individual



BOARD OF EDUCATION (continued)

schools and neighborhoods express strong interest in the project to insure that it will not be destroyed by vandalism.

The elimination of the quota system for hiring and promotion of administrators in the School District has alarmed many. At the same time, others who felt that they were being penalized under the quota system are relieved. The School District still has a primary obligation to find the best qualified people to teach the students. One of the major qualification factors has to remain the ethnic composition of the staff in relation to the student population. While it cannot match exactly, it also cannot perpetuate past injustices. This becomes more important in the top positions.

The Grand Jury recommends that:

1. The Board limit itself to six committees, each chaired by a different Board member with the committees matching in scope that of the six staff members responsible for Board agenda. Except in an emergency, each committee could meet monthly with Board meetings covering three committees each meeting.

2. The Board encourage the Superintendent to continue innovative programs, especially those which will allow principals and teachers to adjust programs to suit the needs of their particular students. Changes in classroom assignments should be scheduled with minimum disruption for students. Changes should be planned well in advance, rather than transferring teachers in mid-semester. Funding should be found to restore music programs in the schools. Programs such as the Summer Music Workshop and Fall Symphony-in-School program have large outside financial support but must have some assistance from the schools.

The entire summer school site recreation program should be expanded. Innovations in the art and music content of these programs should relate more specifically to the unique national and ethnic cultures in the City.

3. Procedures be set up to make all financial information available to media and responsible interested organizations on a monthly basis. Financial secrecy should not be allowed in government.

4. The Superintendent establish under the Associate Superintendent-Administration an in-house study group to analyze the current supply system, especially to determine if a large central warehouse is required. Combining this warehouse with the City's should be considered. Major vendors should be invited to participate along with the business manager of the Community College District and the City's Purchaser of Supplies. Supply clerks, teachers and principals should be asked for ideas to improve the system and lower the total cost.



BOARD OF EDUCATION (continued)

5. The Superintendent direct staff personnel to immediately publicize its schedule for implementing the provisions of the Stull Bill; request that the Board enact statements of educational policy, basic assumptions and education goals immediately as required by the Stull Bill. Request that the Director of Civil Service take steps to establish a program for annual evaluation of professional performance of all classified personnel employed by the district.

6. The Board negotiate pay increases after the budget has been established, in August rather than in May as is done in many other districts. Negotiations should be in good faith with the Board accepting the responsibility to insure that sufficient funds are available for increases required.

7. The Board encourage establishment of professional architectural and consulting firms with visible minority partners in San Francisco rather than create jobs in Southern California.

8. To implement Field Act requirements on schedule the Superintendent:

a.) Consider the use of an outside Construction Manager to coordinate construction schedules, pupil transfers, busing, double sessions and other problems anticipated by the closing of forty-four schools during the next three years.

b.) Attempt to obtain agreements with the contractors and building trades to insure that school repairs continue on schedule in spite of scheduled contract expirations.

c.) Compare the additional cost of shift work and weekend work to the extra costs of busing, double sessions and pupil transfers.

d.) Consider combining contracts on repairs of four to six schools to insure contracts of sufficient size to attract larger numbers of bidders.

e.) Offer bonus/penalty clauses attractive or severe enough to insure that schools will be completed on schedule.

f.) Start promotion of the additional \$20 million bond issue for Field Act compliance immediately so as to insure acceptance and approval by the voters.

9. The Grand Jury endorses the recommendation of the Charter Revision Committee with the additional request that the practice of Charter education be adopted by the private and parochial schools as well as the Community College District. Inclusion of a section regarding the functions, both criminal and civil, of the Grand Jury would be beneficial.



BOARD OF EDUCATION (continued)

10.) The Superintendent take steps to develop mandatory teacher training programs in drug abuse and venereal disease.

The Superintendent establish a program to assist students handicapped by drug abuse.

The Superintendent expand the venereal disease education program by strong presentation of facts. Moral theories which are generally accepted by society should be included in the overall program, but not necessarily as the primary basis for controlling venereal disease or drugs.

11.) For the first two weeks of the school year assign all administrators below Assistant Superintendent to specific schools as temporary counselors. These people could handle the routine changes, allowing the regular counselors more time for the students with complicated problems. Furthermore, if they have done their administrative preparation well, they should have the time. Certainly they will become better administrators for having the one-to-one relationship with students and perhaps learn something about how well their plans work in the field. Students have good ideas too.

12.) Consolidate the zones into three or four units, balanced ethnically and geographically so that integration can be achieved with as little busing as possible, but still achieving integration in each school. All schools K through 12 should be included in the zone.

Have the zone headed by a person with the rank of Assistant Superintendent, reporting directly to a Deputy Superintendent. Give the zone administrator power to modify individual school's program budgets to insure quality education.

Elect members of the zone council from each school; one administrator, one teacher and one parent from each elementary school; larger groups from the junior and senior high schools, including students.

Where specialized programs exist at one school and not another, provide shuttle buses during the day for those students who want to take the courses.

Move more administrative functions to the zones, dispersing personnel to various schools rather than keeping everyone at Van Ness Avenue. All administrators below the rank of Assistant Superintendent should be in the zone.

13.) The selection system for administrators must follow lawful process, keeping in mind the moral obligation the Board and Superintendent have to the minority communities. The

BOARD OF EDUCATION (continued)

new people must have the complete confidence of the Superintendent; they should be knowledgeable in the problems peculiar to this City. The Deputy should be free of the previous factional fights; the Budget Planner must have experience in business and budgeting, more so than in education.

14.) The responsibility for all EDP operations for the School District be handled by the City's EDP Department.

15.) The Board offer to landscape schoolyards on a matching basis with student and PTA groups.

16.) Implement rules for awarding discretionary special service contracts as outlined in the Grand Jury's special report on that subject.

We ask the people of San Francisco who are interested in the educational system to study this report, the interim and special reports previously published. We do not advocate a point of view because it is ours, but we do ask that the report in its entirety be made available in the SFUSD newsletter. If, in the citizens' judgement, we have erred in our suggestions they will naturally be discarded; however, we ask where suggestions are valid, that citizens bring legitimate political pressure to the Board until they are implemented. The Board must, by law, respond to the Grand Jury report in writing in March. Ask them to enumerate on all recommendations, stating which are rejected, which are completed, and when the balance will be implemented.

SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

The Grand Jury is very impressed by the harmony and esprit de corps demonstrated by Community College District personnel. Their attitude towards the students and the teaching profession is heartening.

We appreciate the desire of the new Board to establish its own identity from that of the San Francisco Unified School District. This was most apparent when considering the granting of a one year leave of absence to Dr. Steven Morena from his position as Vice-Chancellor. We sympathize with the reasons for not wanting to grant the leave, but as citizens and taxpayers of San Francisco we appreciate the fact that a man of Dr. Morena's stature, ability and experience with San Francisco educational needs was made available on such short notice.



BOARD OF EDUCATION (continued)

With the above appreciation in mind, we must note that through extra effort on the part of Dr. Louis Batmale and his associates, the work is being carried on without a replacement. Should Dr. Morena decide not to return, we suggest that the Board consider abolishing the position so that there will not be any temptation to fill a blank spot on the organization chart.

The affirmative action policy of the SFCCD provides that faculty and administrative hiring committees will recruit and recommend qualified minority applicants for job openings, while at the same time guaranteeing equal employment opportunity to all job applicants. The objective of the affirmative action program is to bring the ethnic and sexual composition of the faculty and administration into close approximation with the composition of the population of San Francisco. In the last two years much progress has been made in administrative hiring. It has not been possible to make proportional progress for each minority group during this time. In particular, the Community College is aware of the disproportionately low representation of Spanish-speaking administrators. While they do not plan to remove existing administrators in the interest of affirmative action nor to expand the existing administrative staff, they recognize the problem with respect to this particular ethnic group. Within the framework of the policy stated above, an early attempt to solve this problem will be given a high priority.

The proposed downtown center of the Community College District will provide the opportunity to relocate and consolidate educational programs at a location convenient to an important segment of the community. Of the proposed 41,000 assignable square feet, 29,000 square feet will replace existing rented facilities, 3,000 square feet for cooperating agencies such as California State University, San Francisco and the San Francisco Consortium. The remaining 9,000 square feet will be for new programs in classrooms shared by California State University, San Francisco and the San Francisco Community College District.

In addition to serving the Chinese and Filipino communities through the adult education program, this facility will serve the downtown business community. In-service courses for employees will be made available from 7 a.m. to 10 p.m. as demand indicates. Additionally, a plan is being considered for supportive library services to be available for the business community as well as the student body.

The Grand Jury recommends that the Community College District:

1. Formulate a definitive master plan. We are concerned that current projections for City College are based on data from the past two years with little evidence of in-depth analysis. Before additional commitments are made, we suggest more detailed studies of

BOARD OF EDUCATION (continued)

future enrollment projections.

2. Include San Francisco City Charter education as a part of all courses in government in both adult education and at City College.

3. Implement rules for awarding discretionary special service contracts as outlined in the Grand Jury special report on that subject.

Overall, we must commend the Community College District for a job "well done".

John A. Guilfoy

Clifford W. Westbrook

Neil D. Chaitin, Chairman

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CITY PLANNING COMMISSION

"It shall be the function and duty of the city planning commission to adopt and maintain, including necessary changes therein, a comprehensive, long term, general plan for the improvement and future development of the city and county, to be known as the master plan." Section 3.524, Charter of the City and County of San Francisco.

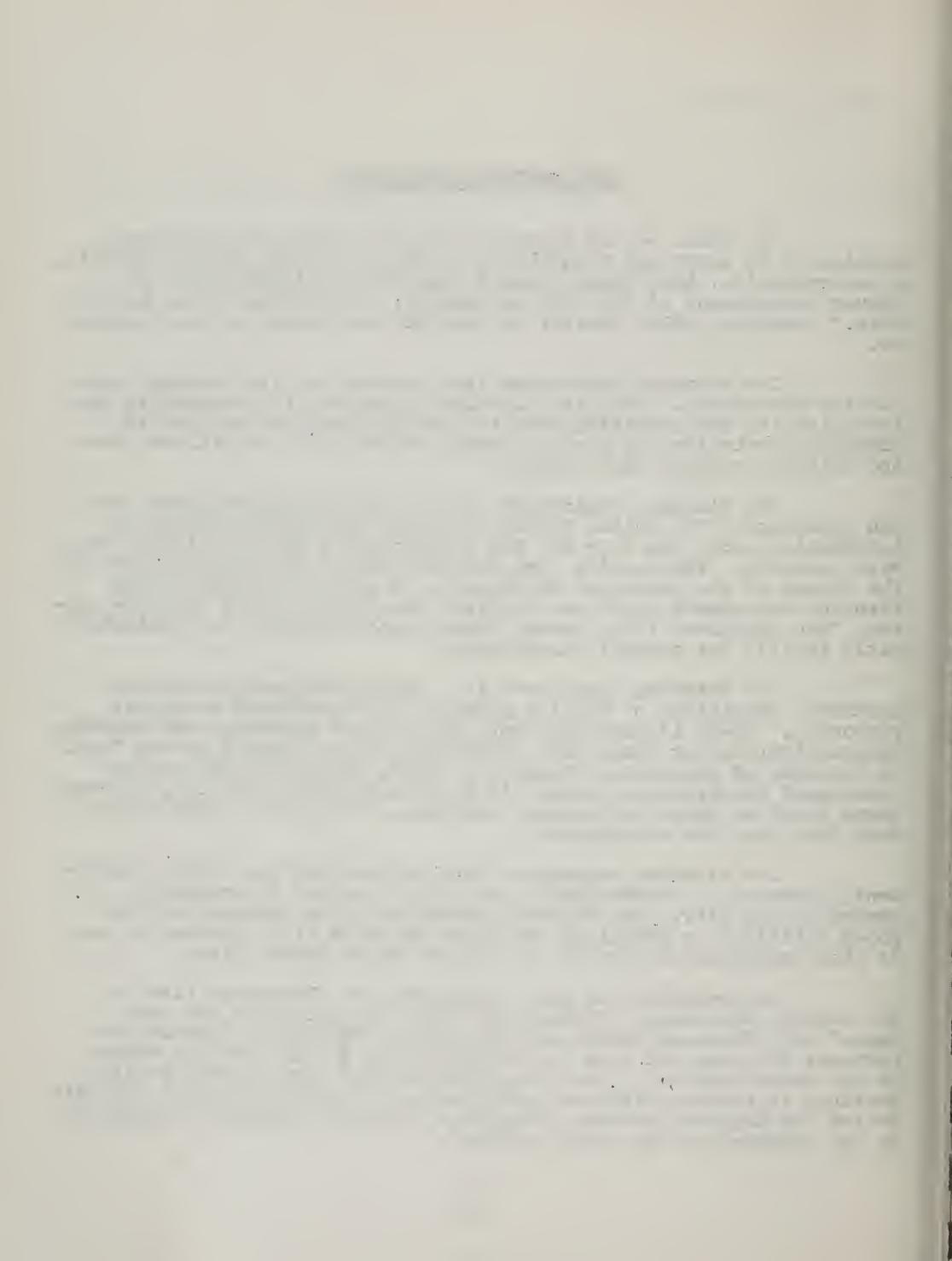
The Planning Commission also prepares a City Planning Code (Zoning Ordinance). The City Planning Department is responsible for investigating and preparing materials on applications to the City Planning Commission for property reclassifications, conditional uses and building setback line changes.

The Planning Department is also the key census agency for San Francisco. The United States census is the primary source of information about the City and its residents for many public and private agencies. Information from the 1970 census is being released by the Bureau of the Census in increments. A report provided by the Planning Department based on the first results available from the census, "San Francisco 1970, Census Summary and Analysis" was published early in 1972 for general circulation.

The Planning Department is a highly professionalized department, consisting of skilled planners and associated technical personnel. There is continual work in progress producing and amending various improvement plans that contribute to the overall Master Plan. As concepts of population, business, civic, transportation and recreational requirements change, it is necessary that the city planners amend previous plans and prepare new ones. There is a never ending work load for this department.

The Planning Department with information from other departments prepares a recommendation for future capital improvements needed by the City. The Planning Department also examines all proposed buildings or additions requested by other City agencies to see if these projects conform to the comprehensive Master Plan.

In preparing its many supplements to the Master Plan, as for example the recent "Improvement Plan for Recreation and Open Space" and "Proposed Height and Bulk Limits Plan", the Planning Department has gone out into the neighborhoods to find out the wishes of the areas involved. The department has had many general public hearings in several different neighborhoods of the City which are held during the day and evening. They hear suggested changes, opposition to and approval of the plans proposed.



CITY PLANNING COMMISSION (continued)

The Grand Jury commands the Planning Commission on its expansion of the policy of bringing new proposals to the citizenry in this manner. The Commission has set an example that other departments will hopefully follow.

In our first interview with the Department's Director, Allan B. Jacobs, we discussed with him the previous Grand Jury reports. It was Mr. Jacobs' hope that in addition to all the plaudits given to him and the Planning Department in past Grand Jury reports some helpful criticism could also be offered. This Committee would like to oblige him in this request, but has to admit it is difficult to be critical of his well run department. It would take persons highly trained and experienced in city planning to comment on whether or not the voluminous material produced or being produced by this department is as good as it appears or even necessary! In other City departments auditors or consultants are frequently called in to see if the department is being managed efficiently. This Committee therefore suggests to the Planning Commission that they too, should bring in a recognized expert experienced in city planning of cities of the size of San Francisco to review the work being done by this department as well as to review its organization plan.

This examination would give the Commission a means of measuring the work of the Department properly. The Planning Commission, as well as the staff would then be likely to receive even greater public support in their work and increased confidence and support from the Mayor and other City departments.

Recommendations:

1. Public confidence and support of administrative decisions are often difficult to obtain and to maintain. It would seem that each department of City government should do everything in its power to gain and merit public confidence. Administrative decisions on variances, conditional uses, building set backs, and other permits which are granted or denied by the Planning Department are occasionally appealed to the Board of Permit Appeals by those concerned. When the Planning Department's decisions are overturned by the Board of Permit Appeals there appears to be resentment by the Planning Department that the Board of Permit Appeals is hindering or doing great harm to the work of the Planning Department. This may or may not be true.

It appears to this Committee, however, that more could be done by the Planning Department to avoid the frustrations of the public that encourages applications to the Board of Permit Appeals. There may be occasions in interpreting the Zoning Code when the intent and actual wording of the code may be in conflict, or there may be occasions where an exception to the code would be of great value to the persons concerned and would be of no harm to any other persons or to the Master Plan.



CITY PLANNING COMMISSION (continued)

On these occasions the Planning Commission may not be getting as much information as it needs to make a fair and equitable decision. Some individuals or corporations are able to make extensive presentations to the Planning Commission with the help of attorneys or consultants and visual material, while other individuals may not be knowledgeable enough or financially able to seek such consultants or materials so as to present their case properly. Therefore the Commission does get a strong one-sided administrative point of view from its staff. This Committee suggests that the Planning Commission provide experienced planning personnel who would be available to any individual who requests help in preparing a case before it is presented to the Commission.

The special personnel so provided should act in a manner as would a "Public Defender". This suggested public advisory staff should use their full knowledge and skill to help and advise those applying to the Commission for consideration and assist in presenting the individual's point of view to the Commission, free from any Planning Department interference or pressure.

2. The Planning Department has been directed to review "environmental impact reports" on all City and certain private construction projects. There is no doubt that this will create another strain on an already crowded work load. More stenographic personnel are essential to maintain this department.
3. As other Grand Jury reports have indicated, there is no question that dividing this department between two different buildings is a handicap. Waste of time of personnel moving from one building to another reduces the efficiency of the department and also increases costs. Every effort should be exerted by the Commission to hasten the investigation into the feasibility of acquiring a City Administration Building as previously recommended by the Grand Jury.

Earle B. Brehaut

Mrs. Camille Leong

Dr. Ernest A. Siegel, Chairman

DEPARTMENT OF ELECTRICITY

The primary responsibilities of the Department of Electricity are in the area of communications. This department designs, maintains and installs numerous types of systems, all of which are vital for an efficient City operation. The maintenance of traffic signals, parking meters, and the communication systems of the Police Department, Fire Department, Health Department, Coroner and Chief Administrative Officer are also the responsibility of this department. As an adjunct to the maintenance of the aforementioned systems, the department is also instrumental in the overall design of these systems for efficient operations, and this has been excellent.

This department has carefully planned certain operational programs in the event of a disaster. A workable system has been initiated, R.A.C.E.S. (Radio Amateur Civil Emergency System), whereby the disaster communications service of the Electricity Department and radio amateurs have established a radio link for emergency services in the event of a disaster. The department employees and the radio amateurs who are participating in this disaster program are to be complimented for their many hours of public service without compensation.

The Radio Division is presently providing a complete system of radio communication for the Department of Public Health. This system provides direct communication from the ambulance to medical personnel located in the hospitals of San Francisco. The transmission of bio-medical information from the ambulance to the hospitals with the necessary return information from the doctors and medical staff will greatly assist ambulance stewards in their administration of preventative medicine. This is not a small task, but it is being accomplished by the qualified personnel of the department.

The Electrical Division is responsible for the thousands of miles of overhead and underground electrical lines for the telephones, signals, communications, security and control of traffic signals.

The even flow of traffic is controlled by the traffic signal system. The first signal from a fire alarm box or a call through the many electrical phone systems is maintained on a twenty-four (24) hour basis.

The Electrical Division's design section is presently engaged in the preparation of plans and specifications for a new Fire Department command and control system which will greatly enhance the

DEPARTMENT OF ELECTRICITY (continued)

operational capabilities of our Fire Department. This program is being initiated under the direction of the Fire Department with funding of \$1,800,000 provided through a bond issue.

The State of California through legislative action in Assembly Bill 515 has decreed that the telephone number 911 be the general number for the use of all citizens of this state requiring emergency assistance. All governmental entities of this state are to provide the means of accomplishing this objective by the year 1982.

RECOMMENDATIONS

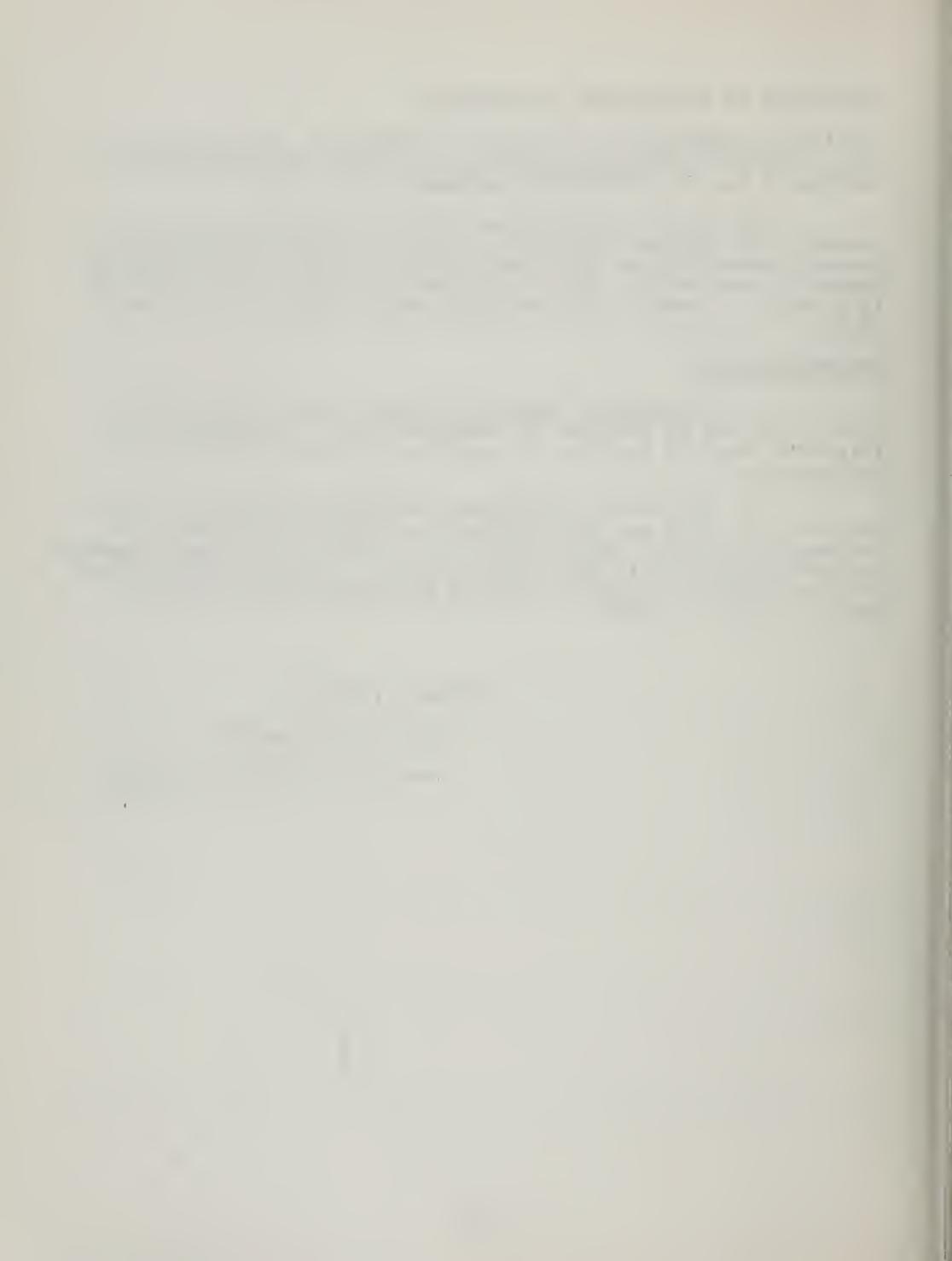
1. The primary responsibilities of the Department of Electricity are in the area of communication. We recommend that this department be re-named or re-titled the Department of Communications.

2. It is also recommended that this department be given the responsibility and the authority to provide and implement in conjunction with the Pacific Telephone Company, all plans and systems for the utilization of the number 911 in the City and County of San Francisco for all emergency required assistance within the time stated, 1982, or sooner.

Selmar J. Monro

Clifford W. Westbrook

Maurice S. Lanning, Chairman



CITY ATTORNEY

The Office of City Attorney is many-faceted and its sphere of influence encompasses the entire legal position of the City and County of San Francisco. The Grand Jury wishes to publicly commend the City Attorney, Thomas M. O'Connor, and his staff for their continuing excellent service to the citizenry. Our wish is that we were able to physically right the ills which beset the operation of the office but once again budgetary deficiencies are the key "blight". The problems of Mr. O'Connor and his staff are not unique, but here again working conditions are chaotic. Members of the staff are forced to double up in small offices, badly lighted and poorly ventilated. The library, presided over by a very capable staff, has long ago run out of adequate shelf space. Office and clerical personnel are cramped and storage for legal documents and important papers is at a premium.

The work done by the City Attorney is greatly increased by the heavy volume of litigation generated by the Municipal Railway. The fact is that a substantial percentage of the entire caseload in this office evolves around the "Muni". The Grand Jury suggests that those responsible for safety in the operation of buses and street cars could greatly lighten the work of the City Attorney if more stringent controls were imposed on careless operators of these vehicles. Litigation for and against the School Board is another primary source of cases in the office and in this hectic year past an exemplary job was done by the City Attorney's staff in ironing out "thorny" problems and settling disputes. Cases continue to grow in number and there has been little relief as far as increased staffing is concerned.

The City Attorney acts as legal advisor to the Board of Supervisors and this upon occasion has severely taxed the facilities of the office. Many of the problems and issues presented by the Board are complex and intricate and require numerous man hours of research. When this is coupled with the duty of acting in the capacity of legal advisor to the City Assessor and other key city offices, it is little wonder that the work hour per man in the City Attorney's Office is near the saturation point. The staff is limited to a Chief Deputy, Public Utilities Counsel, forty Deputies, legal stenographers, clerical workers and a librarian. Each category, excepting the top executive level could readily be increased in size by ten percent. Even with such an increase in personnel the caseload would still be heavy. Were it possible, we would recommend an increase of two hundred percent in the work space area. Perhaps if the Grand Jury's suggestion that a study be made of the feasibility of acquiring the Metropolitan Life Insurance Building is followed, office space will

CITY ATTORNEY (continued)

no longer be at a premium in the City Hall. Until such time, however, we can only offer our sympathy to those who must carry on vital City business under trying conditions.

The City Attorney provides much of the legal service for the San Francisco Unified School District and the Community College District. In a few months the tenured position of Legal Adviser to the Board of Education will be vacant due to retirement. In accordance with the Grand Jury Interim Report on the San Francisco Unified School District, we recommend that the City Attorney start training personnel in the Education Code so that the Board of Education can have proper legal advice without having to hire outside attorneys or tenure another individual at 135 Van Ness Avenue.

Our recommendations are embodied throughout this report and the trite admonition of lack of budgetary funds is once again the paramount issue.

DISTRICT ATTORNEY

In preparing a report on the Office of District Attorney this Committee can only commiserate with the ongoing problems and hope that time and adequate budgeting can solve them.

We have found through close association with the District Attorney, John J. Ferdon, and his highly competent staff that the very best job under trying circumstances is being accomplished. In every instance in which Chief Assistant District Attorney Walter H. Giubbini has appeared before the Grand Jury seeking criminal indictments there has been a clear and comprehensive presentation of the case. The same is true of the fine young attorneys who on occasion have presented cases. Herein lies one of the major problems faced by the District Attorney. These same talented assistants are grossly overworked, underpaid and forced to do their research under the most trying conditions imaginable. Library facilities at the office in the Hall of Justice are small, without adequate desk space and many vital texts needed in modern criminology investigations and legal research are lacking. By their astute leadership, Mr. Ferdon and his top assistants gain the utmost from the staff, although a few promising attorneys do go on to more lucrative endeavors. The key function of training personnel is in the hands of very capable men and we found the investigative staff to be highly skilled in their work, but again in this area there are not enough people available under the current budget and many people must double up in other capacities. Some of the foregoing duties are quite menial and should be done by clerical assistants rather than legal and investigative experts.



DISTRICT ATTORNEY (continued)

Numbered among the aforementioned duties is the manning of the Front Office Complaint Desk. Often an Assistant District Attorney deeply immersed in the preparation of a case must take over this task.

On our initial visit to the District Attorney early in 1972 the staff consisted of forty-five (45) Attorneys and a similar amount of non-attorneys. Budgetary requests for funds to add to this staff were not approved to the extent necessary to meet any of the major needs in this busy and vital office.

The case load this year set a record and the number of convictions obtained is indeed gratifying. The District Attorney has set a standard of excellence and we of the Grand Jury are indeed grateful, as a body, for the fine work done.

We can only recommend that an increased budget be allowed the Department, but as this is the hue and cry of each City office, the prognosis for future funds is not encouraging. The drop in major crimes in the City and County of San Francisco over the past twelve months can also be attributed in part to the processing and dispatch of cases handled by the District Attorney. One of our major aims this year was to achieve speedier justice and thereby use this as a deterrent to future crime. This thinking was concurred in by Mr. Ferdinand who is himself an advocate of the foregoing.

We recommend further that in addition to adequate funding, the office should have adequate clerical aid. This should be given high Civil Service priority and clerical personnel should be made immediately available. The latest editions of all needed legal texts should be supplied post haste to the District Attorney's Office.

PUBLIC DEFENDER

The office of Public Defender, ably led by Edward T. Mancuso, has made tentative strides toward its goals in 1972. Progress in several pertinent areas was noted by the Grand Jury. It is redundant but necessary to point out once again that the key to operating the office at 100% efficiency is a sufficient budget. More legal personnel are needed in almost all of the Public Defender's functions.

The lack of personnel necessitated a decrease in the case-load handled by the office. Although the amount of the decrease was



PUBLIC DEFENDER (continued)

relatively small it is significant inasmuch as justice suffers on a qualitative and quantitative basis. The overall caseload decreased in the Traffic Court, Department #16 of the Municipal Court, an extremely busy department, because the Deputy Public Defender requested by the Presiding Judge was unavailable due to the workload and shortages of Deputies in other courts. Misdemeanor cases showed a slight drop. There was an increase in the number of felony cases disposed of after preliminary hearing in the Municipal Court, thus reducing the number of felony filings in the Superior Court. This broke a "log jam" of cases dating back a considerable period of time.

This Committee was greatly impressed by the morale and spirit of the Deputies serving under Mr. Mancuso. His determination and leadership has established a great esprit de corps in a department beset with many adverse working conditions.

One of the key issues faced by the Public Defender is that of recidivism and he has taken steps to remedy the situation in conjunction with the Council on Criminal Justice appointed by Mayor Alioto. A great many persons arrested are repeaters and in 1972 a very large percentage brought before the Superior Court had long prior felony records. Never before in court annals have so many recidivists been arraigned, the number one complaint being narcotics offenses. A suitable program to alleviate this situation has been instituted and progress will be apparent when complete 1972 figures become available with the fiscal year report of the office in June 1973.

Municipal Court cases handled by the Public Defender in the felony category this year resulted in a large percentage of reductions to misdemeanors or in dismissals. At mid-year, 34.5% of the defendants were all that were held to answer in the Superior Court. This factor along with out-of-court settlements and pleas were instrumental in unblocking court calendars.

Recommended aid for the Public Defender again calls attention to the need for a larger budget to provide for more Deputies. The Juvenile Court Division desperately needs additional staff members. Investigators are in short number and caseloads are well beyond the capacity of the current staff.

The Grand Jury each year finds that the key issue in its investigation of City departments is lack of funds. The fiscal situation grows steadily worse and consequently departments such as the Public Defender, along with all other services, must make do with the allotted budget. We do feel, however, that certain priorities should be established, especially where they affect justice.

PUBLIC DEFENDER (continued)

Through the diligence and work of the Public Defender steps in the proper direction are being made but aid must be forthcoming. The Grand Jury urges that future Committees pursue the foregoing deficiencies and perhaps through persistence and repeated exposure the need will sift into proper channels and funds will be made available for vital functions such as this office

Mrs. Camille Leong

Bertram H. Shaughnessy

Byron J. Samuel, Chairman



DEPARTMENT OF PUBLIC WORKS

Potential news flash!:

"San Francisco has just been hit by an earthquake of 8.3 magnitude! The quake lasted 40 seconds for 200 miles along the Fault, causing great damage. It has not been confirmed as to how many people have been killed and injured by falling parapets and ornamentation."

If this hypothetical news flash were actually true, who would have the moral responsibility of this potential tragedy? We say it is the officials of San Francisco who are not enforcing the Parapet Ordinance No. 112-69, passed March 24, 1969, effective July 1, 1969. The budgetary allowance for enforcing this ordinance has been turned down by the Mayor and Board of Supervisors several times.

It is common knowledge that the geographical location of San Francisco is on the San Andreas Fault. For many years the people have been trying to protect themselves as much as possible from the potential dangers caused by an earth tremor. One of the most hazardous conditions is the parapets or appendages on buildings that were not designed to adequately resist the lateral forces due to earthquakes. This Ordinance has been a number one priority for the Department of Public Works since it was adopted. They are acutely aware from their knowledge and the advice of the Committee on Seismic Safety in San Francisco that there will be a large number of fatalities in earthquakes of 6.5 or greater. The initial cost to set up this enforcement section of the Department of Public Works is estimated to be about \$85,000 and the yearly operating expense would be approximately \$77,000. Each building owner would be charged a nominal sum for the inspection of his building. If his building was found to be faulty he would have to do the necessary work to conform to the Ordinance. This would mean that he would have to obtain a building permit from the Department of Public Works to do the necessary work. It is reasonably safe to predict that the enforcement of the Ordinance would be self-supporting. The enforcement of the Ordinance on existing buildings would be completed in about ten years.

In recent years there has been a serious neglect of the prescribed procedure for selecting the architectural firms for the purpose of designing our schools. This is primarily the fault of the Board of Education which is not using practical reasoning for the selection of architects for school work. They are being intimidated by district community desires which are based on self-indulgence rather than the overall desire and well being of the citizens of San Francisco. The selection of an architect should be done with the co-operation of the local branch of the American Institute of Architects

DEPARTMENT OF PUBLIC WORKS (continued)

who are familiar with the environment, climate, availability of material, availability of craftsmen and numerous other factors that would be involved in bringing San Francisco the finest and most practical buildings needed.

Where did the architects come from who designed several of our schools that are being built and also some in the planning stage? Los Angeles! The designers, engineers, consultants, and even the general contractor were all from Southern California. How does this alleviate the serious unemployment situation in our area to recruit all the key people from other areas?

This situation has definitely increased the cost of construction and the Department of Public Works, which is solely responsible, should exert all its effort and influence to make certain that this serious and costly selection process does not continue.

San Francisco has a very competent Fire Department. We need one because of the many fire hazards that are prevalent in the City. Many of these hazards are self-inflicted by our carelessness; among the most flagrant offenses are faulty air conditioning, ventilation and chimney flue installations.

There is no inspection required for these installations at the present time. This has been high on the priority list for the Department of Public Works for several years; but on every occasion that it has been presented before the Board of Supervisors, it has been "blue-lined" without due consideration. As in the case of the Parapet Ordinance, will they accept the moral responsibility for the possible loss of life due to a conflagration caused by ignorance of the potential danger of faulty installation of these important building requirements?

The initial cost of setting up a Mechanical Inspection Bureau of the Department of Public Works is estimated to be about \$89,000 with a yearly operating expense of \$85,000. The whole cost of this Inspection Bureau could be completely absorbed by the fees charged to the installer of the system.

San Francisco is the ONLY major city in the United States that does NOT have such an Inspection Bureau. The Board of Supervisors has denied the budgetary allowance for this Mechanical Inspection Bureau several times.

The Bureau of Street Cleaning has come under considerable criticism recently because of the condition of our streets. We concur with these criticisms, but can see the problem, again it is our "blue-line" experts. The Bureau of Street Cleaning requested \$128,755 for new and replacement vehicles, but its whole budget request was denied. The Recreation and Park Department received over \$17,000 for a new crane mounted truck to replace the one being used at Candlestick



DEPARTMENT OF PUBLIC WORKS (continued)

Park to move the bleachers on and off the field for the seating changes from football to baseball and to set and remove the tarps from the field during inclement weather. It might be used a dozen times each year. Not only was the budget request for new vehicles eliminated but the request for repair work on the antiquated equipment now used was slashed by \$9,627. The street sweepers are doing the job as it has been done for decades with the same equipment.

The problem of microfilming blueprints of existing buildings has been solved by a lot of work and effort on the part of personnel from the Department of Public Works. They had a lengthy struggle to convince the "blue-line" experts who look at nothing but the dollar sign that microfilming is a necessary process that will save money for the citizens because of the time saved in the handling of blueprints.

The Department of Public Works should consolidate all of their offices, sections and bureaus in one building. The Bureau of Architecture is housed in several different locations, likewise the Bureau of Engineering, the Central Permit Bureau, and several other units of the Department of Public Works. With all bureaus in one main building the Department of Public Works could maintain a car pool with other City departments, which would cut the costs considerably in the whole operation of vehicles.

The yard and offices at the Army Street location would not be affected by this recommendation but some consolidation could be done to improve the operation of this facility also.

During the next few years, it will be necessary for a large amount of structural repairs to be made at many of the Elementary, Junior High and High Schools in San Francisco in order to meet the requirements of the Field Act. This act calls for all schools to be brought up to certain standards in order to withstand earthquakes. If they are not brought up to such standards, they must be closed down.

It is estimated that the cost of this work will be in excess of forty million dollars. Although some of the individual projects would cost a great deal of money, most of the projects will be for less than one million dollars. It is quite probable that all of this work will go on simultaneously and it is therefore our recommendation that contracts be let which would combine the work to be done at several schools in the one contract. It is our opinion that all of the work could be combined into ten contracts, when combined, as opposed to more than forty if individual contracts were let. If this is done, a number of advantages would accrue to the City:

1. More competition would be generated;

DEPARTMENT OF PUBLIC WORKS (continued)

2. A better class of general contractors would be attracted to the projects;
3. The administrative work of the City Departments involved would be measurably reduced;
4. Fewer bid documents would be required;
5. Inspection fees would be reduced;
6. The number of meetings to be held, conferences to be attended, specifications to be written, and the work at the City Attorney's office in reviewing bid documents, would be greatly minimized;
7. The work would be completed at an earlier date.

Recommendations

1. The Parapet Ordinance should be funded and enforced immediately before we all regret our apathy.
2. A mechanical inspection for all installations of flues from restaurants, residences, industrial ventilation systems, and cyclone dust collectors should be rigidly adhered to and enforced.
3. The consolidation of the Department of Public Works and the establishment of a car pool should be given a high priority.
4. What has been investigated and recommended in this report should not be filed in the round file but should be acted upon by the responsible City officials or the 1973 Grand Jury should question the reasons for inaction.

PURCHASING DEPARTMENT

One of the main arteries in the life of any business is the purchasing department. The duties of this department are to buy quality supplies and materials at the least cost to the business, have these items delivered on time to the people who are going to use them, and to take the fullest advantage of all discounts offered by the suppliers.

The City and County of San Francisco is a big business. Is it being run efficiently to be a successful business? The answer is obvious, a successful business would not be on the verge of bankruptcy.

PURCHASING DEPARTMENT (continued)

The City's Purchasing Department has been hampered from operating at maximum efficiency by many traditional and archaic methods. The purchasing of uniforms for Municipal Railway men, policemen and firemen is a prime example of why the City is not run as efficiently as a private business. There have been about six contracts awarded for furnishing of uniforms to these departments, these contracts amounted to about \$650,000. For these six contracts there were a total of one hundred sixty-two uniform manufacturers invited to bid on these contracts. Of this amount there were only twenty-two manufacturers that chose to submit bids. One of the contracts awarded went to a bidder who was nine percent higher than the lowest bidder, another manufacturer was three percent higher than the lowest bidder.

Why were there so few bidders on such lucrative contracts? Why was not the contract given to the lowest bidder? The uniforms had to conform to certain specifications, one of these was that the uniforms be union made with a union label.

This requirement is in direct conflict with sections 21.43 and 21.50 of the San Francisco Administrative Code which states in part "... but such specifications must not be so narrowly drawn as to prevent or unreasonably inhibit competitive bidding." No other contracts awarded by the purchaser of supplies have this union made and union label requirement and the former head of this department had no logical explanation for this requirement in regard to uniform purchasing.

The amount of purchase orders issued by the Purchasing Department for the past several years has been over 38,000. If all of the discounts on these items were taken it would amount to many thousands of dollars, but unfortunately this was not done. The reason this was not done was explained to us by Joseph Gavin, the present Purchaser of Supplies. The many departments of the city serviced by the Purchasing Department do not send their material received reports to the Purchasing Department in time for them to take advantage of the discounts offered by the various vendors. The San Francisco Unified School District buys more supplies than any other department of the City and is the most flagrant offender. This problem should be rectified. One solution to the problem would be to charge the discount loss to the department involved, if their negligence caused the loss of the discount.

A central warehouse system could be developed wherein all supplies could be distributed to various City departments as needed. This would allow a larger volume of buying and discounting of items as allowed by the vendors, provide direct control of inventory, and enable more experienced buyers to do the job.

Previous Grand Juries have continuously recommended that City-owned vehicles be replaced by a method that is used by large corporations, cities, counties and other government agencies.



PURCHASING DEPARTMENT (continued)

San Francisco completely ignores the experience of these people.

A poll was taken in 1970 of nine of the largest users of vehicles in the Bay Area and the maximum life of a vehicle is five years or 60,000 miles, the average age of the City owned vehicles recently sold as surplus was 12.59 years. (Attached to this report is a copy of this poll.)

The cost increase of vehicles over the past several years has increased approximately 35%, whereas the wage increase of the various crafts needed for the maintenance of the vehicles has increased 111%, showing a 3 to 1 ratio of wages over new vehicle cost. We maintain that due to this increase to date, it is safe to anticipate that wage costs will continue to spiral at a higher rate than other costs. We recommend that the City adopt a policy of an earlier disposal date for vehicles. It would result in lower maintenance cost and higher disposal value per unit of equipment and would tend to stabilize the yearly expenditure of funds for automotive replacement and maintenance.

The Purchasing Department has continuously asked for a new position to be established, titled Supervisor, Division of Specifications and Standards. The yearly expenditure for this position would be justified by the saving to the City in a more efficient and standard method of purchasing. Specifications would be updated and standardized, which would stimulate competition and increase the amount of vendor's bidding on City requests.

The addition of the Port Commission has also added to the work of the Purchasing Department, with no increase of personnel. Buying for the Port is a highly specialized field in itself that had not been experienced previously.

The Purchasing Department also does the buying for the following departments, which are self-supporting and not dependent on ad valorem tax support: Airport, Hetch Hetchy, Port, Community College District, and Unified School District. The expenditures incurred by the Purchasing Department for performing these duties totals \$170,349 and the only departments that reimburse it for this buying are the Community College District and the Unified School District, for a total of \$80,036 leaving an annual deficit of \$90,313.

We recommend that all of the departments listed above, that use the Purchasing Department's administrative services, reimburse the department. This would require budgetary supplementation for the departments involved.

The vehicle maintenance department for the Central Shops highly recommends the motor or car pool system for closer supervision of City-owned vehicles.

PURCHASING DEPARTMENT (continued)

The Reproduction Bureau of the Purchasing Department is located on a different floor of the City Hall than the main Purchasing office. We think it would benefit all concerned if all facilities were consolidated on one floor. This could be done with the facilities of the Metropolitan Life Insurance Building, using the large garage facilities for the above recommended Car Pool, if the City deems it feasible to acquire this building.

The Purchasing Department has recently had a replacement for the former Purchaser of Supplies who retired. The new Purchaser, Joseph C. Gavin, has many new innovations to try in order to increase the efficiency of the department, and we hope he is successful in his endeavor.

Recommendations:

1. Study procedures of administration, purchasing and policies of successful businesses and adhere to them.
2. Purchase items of the highest quality for the lowest cost without regard to previous procedures.
3. Develop efficient central warehouse system of buying, storing and distributing.
4. Establish a firm vehicle replacement procedure.
5. Establish the new position of Supervisor, Division of Specifications and Standards.
6. Inaugurate a Car Pool procedure as soon as possible.
7. Complete yearly audit of inventories for all departments.

ATTACHMENT 1

P. G. & E.: P. T. & T.
City of Daly City; City of Oakland;
County of Alameda; East Bay Utility District;
TO: City of Berkeley; City of Palo Alto; Contra Costa County

Please indicate your agency's practice in regard to replacement of automotive vehicles:

- 1) Approximate number of vehicles operated in class
- 2) Average age at "turn-in" or disposal
- 3) Average mileage at "turn-in" or disposal
- 4) Average value at "turn-in" or disposal

THE FOLLOWING FIGURES ARE AN AVERAGE OF ALL THE FIGURES RECEIVED FROM THE ABOVE FIRMS.

<u>CLASS</u>	<u>APPROX. NUMBER</u>	<u>AGE YEARS</u>	<u>MILEAGE</u>	<u>DISPOSAL VALUE</u>
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Passenger Cars:

Compact	3000	4-5	50- 60,000	\$300-500
Intermediate	500	4-5	50- 60,000	\$400-500
Standard	200	5	60,000	\$400-500
Heavy (Buick, Chrysler, etc.)	32	5	60,000	\$500-600

Police Autos:

Black and White	260	2	50- 70,000	\$400
Undercover	210	4	60,000	\$400

Trucks:

½ to 3/4 ton	3950	5-6	40- 60,000	\$300-600
1 to 2 tons	2320	7-9	60-100,000	\$500-800
2½ tons and up	1425	8-10	50-100,000	

ATTACHMENT 2PURCHASINGCENTRAL SHOPS

AVERAGE AGE OF CITY-OWNED
VEHICLES BY CLASS
WHICH WERE SOLD AS SURPLUS

	NO. OF CARS SOLD	AGE (YEARS)	EXTENSION	SALE NUMBER
1) PASSENGER CARS:	15	8	120	1071
	15	8	120	1066
	24	7	168	1086
	7	10	70	1091
	40	8	320	1100
	<u>101</u>		<u>793</u>	
AVERAGE AGE:	<u>793</u>			
	<u>101</u>	= 7.90 YEARS		
2) POLICE CARS:	2	5	10	1066
	29	4	116	1071
	38	4	152	1086
	<u>19</u>	5	<u>95</u>	1091
	<u>88</u>		<u>373</u>	
AVERAGE AGE:	<u>373</u>			
	<u>88</u>	= 4.23 YEARS		
3) TRUCKS (LIGHT DUTY)	18	10	180	1066
	<u>11</u>	11	121	1071
	8	9	72	1086
	5	14	70	1091
	<u>4</u>	9	<u>36</u>	1100
	<u>46</u>		<u>479</u>	
AVERAGE AGE:	<u>479</u>			
	<u>46</u>	= 10.4 YEARS		
4) TRUCKS (HEAVY DUTY)	13	13	169	1066
	9	12	108	1071
	9	10	90	1086
	3	12	36	1091
	<u>3</u>	21	<u>63</u>	1100
	<u>37</u>		<u>466</u>	
AVERAGE AGE:	<u>466</u>			
	<u>37</u>	= 12.59 YEARS		

STATISTICS COMPILED FROM FIVE (5) RECENT SALES OF SURPLUS VEHICLES BY PURCHASER

ATTACHMENT 3

VEHICLE LISTING BY AGE

*GENERAL USE PASSENGER CARS: 0-99 SERIES (COMPACTS AND INTERMEDIATE)

<u>MODEL YEAR</u>	<u>AGE YEARS</u>	<u>UNITS</u>
71	1	4
70	2	9
69	3	5
<u>68</u>	<u>4</u>	<u>26</u>
67	5	23
66	6	7
65	7	34
64	8	7
63	9	14
62	10	8
OVER 10 YEARS OLD		<u>31</u>
TOTAL VEHICLES		<u>168</u>

(93 VEHICLES OVER
4 YEARS OLD)

*RECOMMENDED REPLACEMENT SCHEDULE: 4 YEARS, OR 50,000 MILES

*100-399 SERIES - STANDARD CARS:

<u>MODEL YEAR</u>	<u>AGE YEARS</u>	<u>UNITS</u>
71	1	29
70	2	19
69	3	53
68	4	51
67	5	49
<u>66</u>	<u>6</u>	<u>14</u>
65	7	35
64	8	25
63	9	12
62	10	21
OVER 10 YEARS OLD		<u>101</u>
TOTAL VEHICLES		<u>409</u>

(208 VEHICLES OVER
5 YEARS OLD)

*RECOMMENDED REPLACEMENT SCHEDULE: 5 YEARS, OR 60,000 MILES

*400-499 SERIES - HEAVY CARS:

<u>MODEL YEAR</u>	<u>AGE YEARS</u>	<u>UNITS</u>
71	1	6
70	2	2
69	3	0
68	4	2
67	5	4
<u>66</u>	<u>6</u>	<u>4</u>
65	7	4
64	8	4
63	9	1
62	10	3
OVER 10 YEARS OLD		<u>1</u>
TOTAL VEHICLES		<u>31</u>

(17 VEHICLES OVER
5 YEARS OLD)

*RECOMMENDED REPLACEMENT SCHEDULE: 5 YEAR MAXIMUM

VEHICLE LISTING BY AGE (continued)

POLICE AUTOS AND PATROL WAGONS:

	<u>TOTAL UNITS</u>	<u>0-2 YEARS</u>	<u>OVER 2 YEARS</u>	<u>PERCENT OVER-AGE</u>
STAR CARS*	121	0	121	100%
			<u>OVER 4 YEARS</u>	<u>PERCENT OVER-AGE</u>
UNDERCOVER CARS**	155	47	108	70%
PATROL WAGONS***	11	7	4	36%

* RECOMMENDED REPLACEMENT SCHEDULE FOR STAR CARS:
2 YEARS OR 60,000 MILES.

THESE VEHICLES ATTAIN 60,000 MILES WITHIN THE 2 YEAR LIMIT.

** RECOMMENDED REPLACEMENT SCHEDULE FOR UNDERCOVER CARS:
4 YEARS OR 60,000 MILES.

THESE VEHICLES ATTAIN 60,000 MILES WITHIN THE 4 YEAR LIMIT.

*** RECOMMENDED REPLACEMENT SCHEDULE FOR THE PATROL WAGONS:
4 YEARS OR 100,000 MILES.

FIRE DEPARTMENT:

	<u>TOTAL UNITS</u>	<u>0-5 YEARS</u>	<u>OVER 5 YEARS</u>	<u>PERCENT OVER-AGE</u>
A, B, C, CLASS CARS	55	24	31	56%
D CLASS CARS	2	1	1	50%
		<u>0-6 YEARS</u>	<u>OVER 6 YEARS</u>	<u>PERCENT OVER-AGE</u>
LIGHT TRUCKS	21	5	16	76%

SHERIFF'S DEPARTMENT:

	<u>TOTAL UNITS</u>	<u>0-5 YEARS</u>	<u>OVER 5 YEARS</u>	<u>PERCENT OVER-AGE</u>
*STAFF CARS	6	1	5	83%
	<u>TOTAL UNITS</u>	<u>0-4 YEARS</u>	<u>OVER 4 YEARS</u>	<u>PERCENT OVER-AGE</u>
*ROAD CARS - (STATION WAGONS)	10	7	3	33%

*RECOMMENDED REPLACEMENT SCHEDULE:

STAFF CARS: 5 YEARS OR 60,000 MILES

ROAD CARS: 4 YEARS OR 75,000 MILES

REAL ESTATE DEPARTMENT

The Real Estate Department has in its jurisdiction the handling of most of the property owned, leased, purchased or otherwise under the control of the City and County of San Francisco. It has been brought to the attention of this Committee that there are several pieces of property that are not being utilized to their fullest potential. One of these is a half block parking lot commonly known as the Mission-Bartlett Street Parking Lot. This property is leased to the Mission Merchant's Association on a month to month basis. Payments to the City under the lease have not been made on a regular basis. During this fiscal year payments were received for the months of November and December but the account is still in arrears. This property has an assessed land valuation of \$300,000 and there has been no satisfactory explanation for this lease to the Mission Street Merchants.

This Committee suggests that the Real Estate Department closely review all of the property under its control and that any surplus property not needed for the use of the City in the future be sold at auction or by any means that would return the most favorable revenue to the City.

It has come to the attention of this Committee that several of the organizations that have been leasing the Civic Auditorium and Brook's Hall have been dissatisfied with the facilities, cleanliness, security and have various other complaints. We would not want to lose any convention due to improper maintenance and building management.

The revenue from these facilities has decreased 12% in the last fiscal year. Tourism is one of the greatest sources of revenue to the City and we should do everything possible to increase its potential.

The Real Estate Department for several years has not been satisfied with the system under which they have to operate. Presently, they are understaffed and need more budgeted personnel. The system of interdepartmental work orders slows the procedure of the department. There are occasions when another City department needs the services of the Real Estate Department urgently and because of the archaic system, it becomes a matter of weeks, sometimes months, before these services can be rendered. Most departments of the City have no allocated funds from which to pay for services which they require from the Real Estate Department. The delay in allocation of funds creates hardship for many projects.

Most recommendations that could be beneficial to the Real Estate Department have been made during the past several years by previous Grand Juries, but have been ignored. This makes it very

REAL ESTATE DEPARTMENT (continued)

frustrating for the current Committee members to be repetitious in any recommendations to help the department.

All segments of the Real Estate Department should be consolidated in one large office facility and should use a car pool that would be controlled by the people from the Central Shops of the Purchasing Department. If the City acquires the Metropolitan Life Insurance Building on Stockton Street, as has been recommended by the Grand Jury, this need could be fulfilled.

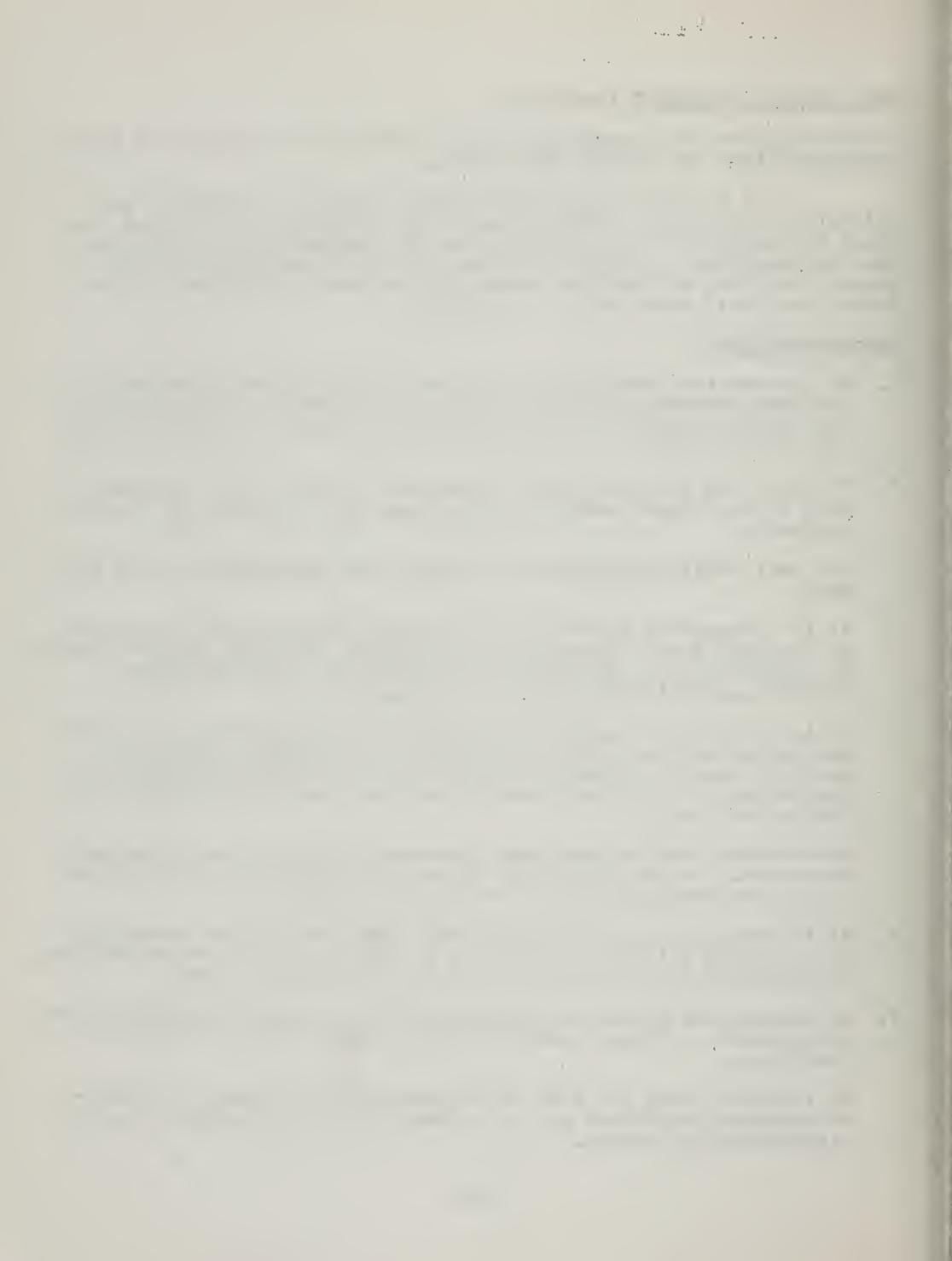
Recommendations:

1. All properties owned by the City and County of San Francisco be reviewed thoroughly and all surplus or unused property be sold to the highest bidder to help alleviate the critical financial problem of the City.
2. The needs of the Real Estate Department be given more consideration by the budget analysts to increase the efficiency of the department.
3. The Real Estate Department investigate the possibilities of a Car Pool.
4. It is recommended that the Real Property Inventory Book prepared by the Real Estate Department also include a listing alphabetically by department and the property controlled by that department listed alphabetically under the department.

As it is now the Inventory Book lists numerically by block number and unless one has a block number map, the listings cannot be readily found. Further, the address and accurate description of the property should be listed in each case and not referred to as "Office Building".

5. Out-of-city land and property inventory is kept by the departments concerned. We recommend that these inventory lists also be maintained and published by the Real Estate Department.
6. It is requested that the Chief Administrative Officer secure the agreement of all City departments to submit information on building modification and additions to the Real Estate Department.
7. At present the Bureau of Architecture has to search drawings to get information on floors, additions and square footage of existing buildings.

We recommend that the Real Estate Department seek means of maintaining and publishing current square footage information on all City-owned real estate.



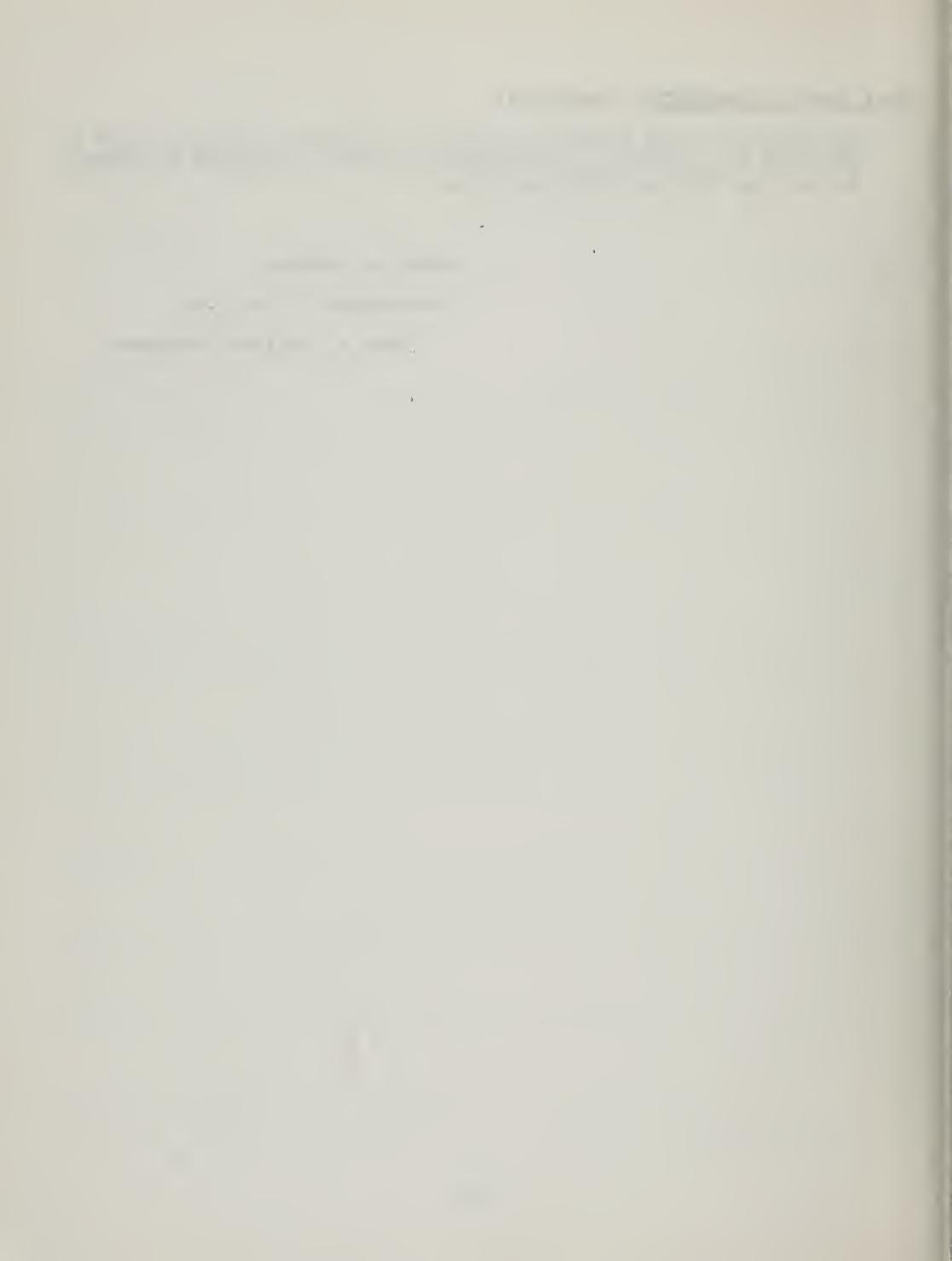
REAL ESTATE DEPARTMENT (continued)

The Inventory Book should also indicate whether or not the land or property is occupied. All surplus properties should be so marked in the Real Estate Inventory Book.

Primo R. Repetto

Anastacio Q. Ver, Jr.

John A. Guilfoy, Chairman



AIRPORTS COMMISSION

The fundamental reason for the existence of the San Francisco International Airport, is to provide safe and reliable air transportation.

Experienced flight crews operating out of San Francisco International Airport rate it as one of the finest in the nation. It may be said that flight personnel are content with management and operation of this Airport. They find fault, however, with the sound abatement procedures and the lack of good taxiway lighting, particularly with the extremely poor lighting on taxiway "Charlie" at the end of Runway 28-R.

The sound abatement program has caused some flight procedures to be initiated that are objectionable to airline pilots. One, in particular, is the "shoreline departure" after take-off on Runway 28, where a climbing turn to the right toward the San Bruno Mountains is initiated. Not a single pilot likes this procedure and it was stated that it could lead to serious problems if, while in this procedure, there was a power failure in an outboard engine. Noise abatement procedures, in effect, put an undue work load on the crews at critical times. Pilots, in most instances, prefer using Runways 28-R and L, which are the longest, in preference to Runways 1-R and L, which are the shortest. However, aircraft are many times directed to the shortest runways because this effects a take-off in a Northerly direction out over the waters of the bay and is less noisy for residents of the Airport area.

To date, the Airport has completed approximately \$6 Million in improvements, including widening taxiways, aprons, and high-speed turn-offs. In addition the Airport has completed over \$10 Million in terminal roadways, all of which was done in a record amount of time (eleven months ahead of schedule) while, at the same time, handling 14 million passengers during the fiscal year, 1972. Plans have been instituted to include the Airport in future BART expansion. A quality sewage control plant has been installed to maintain a high quality discharge. It is projected that this plant will handle the requirements of the next ten years. In addition, Cargo Building #7 was recently completed, and the Airport received a \$2.8 Million Federal grant to construct a completely modern Control Tower. A new power plant substation was also constructed, which will meet demands for at least the next decade. Finally, the Airport has announced plans to reimburse the City and County of San Francisco for its \$24 Million capital outlay.

The traveling public is obviously interested in the security and safety of its airport. Consequently we include a comment

10. *Chlorophytum*

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AIRPORTS COMMISSION (continued)

communicated to the Grand Jury by a representative of the Federal Aviation Administration:

"With recognition of the dimension of changes in aviation that brings many issues and problems to confront airport operators today, it is our judgment that the airport is being operated in a highly satisfactory manner. We find the management imaginative and progressive in terms of providing adequate facilities and services to accommodate a rapidly growing industry with logical plans for the future.

In all matters where the Federal Aviation Administration is involved, whether for safety or airport development, management is responsive and cooperative. The San Francisco leadership provides a significant role in national organizations that seek excellence in airport services. They are aware of the importance of the airport being a good neighbor to surrounding communities and work toward that end."

The jury is pleased that the governmental administrative body with jurisdiction over our airport has given these accolades. It is however, the role of the Grand Jury to determine what if anything can and should be improved. We submit the following observations and suggestions.

First and foremost in the public consciousness is the well publicized "Rotunda A" with the many attendant problems discovered in the course of construction. Our finding and recommendations on construction take on added significance when one realizes that more than \$390 Million of airport construction lies ahead.

On August 8, 1972, the Board of Supervisors requested the Grand Jury to make a thorough investigation of the airport because of a claim made by Arntz Brothers Construction Company, low bidder on a \$3,600,000 contract for "Rotunda A". The amount of \$800,000 was claimed in damages resulting from unreasonable delays. (The claim was ultimately settled on the advice of the City Attorney for \$312,346.)

This committee visited "Rotunda A" in its then state of construction. The Grand Jury then requested a copy of the Airport's lease agreement and all correspondence between the Airport, the contractors and the firm of San Francisco Airport Architects. This committee reviewed the material supplied. While it was highly technical and quite voluminous our committee did not believe that all of the pertinent correspondence was received. In addition, tenants, contractors, subcontractors and employees of the Airport were interviewed.

During the Grand Jury's period of investigation the City Attorney was negotiating the Arntz Brothers' claim. Upon conclusion of that negotiation the Grand Jury reviewed the findings.



AIRPORTS COMMISSION (continued)

As stated earlier in this report a problem exists with regard to construction and the way in which it is handled. The Committee is concerned with, and has reason to believe that there is a strong possibility of additional claims such as the one settled with Arntz Brothers Construction Company unless strong measures are taken to correct the method of arriving at decisions. Tenants, contractors and subcontractors have been delayed as much as one year. Because of indecision, subordinates are unable to obtain and give answers to problems within a reasonable amount of time, thus creating an expensive loss of construction time and loss of revenue due to delay in use. On occasion decisions have been delayed awaiting tenant response, however management should require timely tenant response.

Management has been quick to point out that monetary losses and additional costs, such as the Arntz claim, are passed along to the Airport tenants. Management should not use this as an escape hatch, but must exercise all controls to avoid costly delays.

It is becoming more and more common in construction jobs of this magnitude to employ construction management firms. These firms are staffed by well paid, competent and sophisticated employees in all phases of construction. Although their fees may seem excessive, the service provided has often produced large savings in construction time. One such savings is that municipalities at the end of construction do not end up with many high priced Civil Service employees, by which time many would have earned seniority rights and not be subject to dismissal as would be the construction management firm.

Can the blame for a penalty payment of \$312,346 be pinpointed? The citizens have a right to know so as to prevent a re-occurrence.

The Grand Jury finds that there were many faults and sometimes one compounded another. Obviously the principal fault rested with the Airport management, the payment of \$312,346 penalty is adequate testimony to this conclusion. It must be reiterated that the City Attorney reviewed all circumstances and concluded, as we reported, that the settlement should be paid. The Grand Jury went as far as it could on this subject which is of substantial magnitude. It possessed neither the time, money, investigators nor technical knowledge required to conduct this needed inquiry, hence the below recommendation.

The Grand Jury recommends that the Board of Supervisors conduct a full scale inquiry into this question. The proper assessment can only come from detailed testimony and examination from all pertinent sources.

AIRPORTS COMMISSION (continued)

It is believed that with such an inquiry the Supervisors and the Airport Commission will learn much about the short comings of the internal control and information system. Again referring to future construction plans in the amount of \$390 Million, it appears logical, indeed, that both the Supervisors and the Commission satisfy themselves that the Airport management has control of informational systems so as to deal with this high amount of future construction without added cost, delay and other difficulties.

Automobile parking has been a problem of considerable concern. Because no other method had been developed the Airport allowed two private parking firms to create parking lots with fast and convenient jitney service to the terminal. The Airport subsequently initiated its own similar operation at a less serviceable and identifiable location and at a lesser fee of \$1.75 per day.

Airline leases are non-uniform and contain provisions that allow for the airlines to cancel, while leases to other tenants do not afford the same privilege.

The airlines, and other concessionaires, are required to carry small amounts of public liability insurance with no differentiation allowed for the amount of exposure produced by each particular tenant.

In the matter of tenant relations, some tenants queried indicate satisfaction and others felt there was much to be desired.

The Airport Association Committee, which was originated to coordinate tenant and landlord problems has not functioned as planned. Meetings have not been held and consequently many problems that might have been resolved by this method have gone unresolved resulting in costly delays.

Airport ground security is rated poor by this Committee. Security is very much in the public consciousness. However it would not be in the public interest to disclose our findings. We shall report this phase of our report by confidential report directly to the Airport management.

Recommendations:

1. In selecting a new Director, the Commissioners should consider only a person with demonstrated executive and administrative ability. If the candidate also has airport experience this would be a valuable plus.
2. Advertise and improve identification of Airport park-lots and shuttle service.

AIRPORTS COMMISSION (continued)

3. All leases should be submitted to the San Francisco Real Estate Department to determine if proper return on investment is being received, and if in keeping with City policy. The Real Estate Department should return a written report to the Airport Commission and Director.
4. All leases should be standardized whenever possible.
5. Insurance limit requirements should be increased and be made commensurate with exposures produced by the tenants. This could be best done with the help of an insurance advisor.
6. Revitalize the Airport Association Committee.
7. Lengthen Runway 1-R and L.
8. Improve taxiway lights, giving priority to runway "Charlie" in the area leading to Flying Tiger Line, via the United States Coast Guard Station.
9. Management reevaluate its method of supervision of subordinates and keep informed as to the subordinates' conduct toward the people with whom they deal directly.
10. Management must establish a better method of follow up on all its directives throughout the chain of command, so as to determine the degree of compliance.
11. Employ a construction management firm in all future major Airport construction.
12. Management must ultimately be held responsible for the suitability, quality and cost of construction. A management status report system must therefore be developed immediately with the aid and advice of the private construction management firm.
13. Management must assure itself that all construction elements, both private, tenant and airport are coordinated and functioning on schedule. The status report system must be designed to assure that costly construction delays and penalties to the City and County of San Francisco will not occur again.

SELMAR J. MONRO

PRIMO R. REPETTO, CHAIRMAN

HUMAN RIGHTS COMMISSION

In the Committee's investigation of the Human Rights Commission, we used as reference the official report of the Human Rights Commission by the City and County of San Francisco, interviews with the staff, tours of facilities, written job descriptions of positions within the department supplied by the Director, and outside of the department we talked with members of various other City Departments, Judges, Attorneys, Doctors, Educators, and private businesses.

With information obtained from the above sources we submit that there is much strong opinion both pro and con as to the relative merits of the Human Rights Commission.

It is the opinion of the Committee that the Human Rights Commission's employees are committed to their work and we offer no criticism of the people working for the department, but rather question the duties, functions and spheres of obligation of the Human Rights Commission. We believe that they have never been precisely defined.

We have found that the areas covered by the Human Rights Commission are also covered by at least eight other governmental bodies. We also suggest that further investigation would reveal that there are also many more governmental bodies at State, Federal and local levels which are directly involved in said areas and that there are private agencies as well in this work.

San Francisco is not in a financial position where it can afford to spend any amount of money, however nominal, for services that are already being performed by some other agencies that have been, for the most part, operating prior to the establishment of the Human Rights Commission.

Our investigation convinced the majority of the committee that there is great duplication of effort among the following agencies: HRD, HEW, HUD, EOC, FEPC, EEOC, Board of Education (Community Relations), and Department of Social Services, which operate in addition to the Human Rights Commission. We discovered that there are 118 duplicated areas and that there are few vital functions performed solely by the Human Rights Commission.

Some of the unique qualities of the Human Rights Commission are that, besides the staff getting involved in problem solving, the Commissioners themselves deal directly with problems and go out into the community and serve as they are able. The Human Rights Commission also operates as a catalytic agent in bringing parties together; as an example, the cooperation between the building trades unions and

HUMAN RIGHTS COMMISSION (continued)

minority groups. A big obligation of this Commission is to aid in the reduction of tensions throughout the city, and we use as an example the police activity that was offensive to community groups and the Human Rights Commission assisting in helping these two groups understand each other's position. The Human Rights Commission is also responsible for requiring "Affirmative Action" by all City contractors. It should be mentioned also that of the entire Human Rights Commission budget, only fifty (50%) percent is paid for by the City and County of San Francisco.

One of the aims of the Human Rights Commission has been the protection of the interests and civil rights of those who are not favorably privileged. The Committee considers this a worthy purpose and it also believes that due consideration must be exercised so that an overly paternalistic posture will not nullify long range potential for the development of the intended beneficiary.

Our recommendation is that the areas of duplication should be reviewed by the Human Rights Commission and that the Commission should place its main emphasis in areas where it is the sole responsible agency.

The following questionnaire-chart shows the number of agencies out of a total of eight possible that perform the same functions as the Human Rights Commission:

DOES YOUR DEPARTMENT, OR ANY AGENCY OR PARTY OF YOUR DEPARTMENT, HAVE ANY OF THE FOLLOWING RESPONSIBILITIES OR OBLIGATIONS WITHIN THE SCOPE OF HIS DUTIES? (PLEASE CHECK IN APPROPRIATE SPACE)

	YES	NO
1. Ethnic survey or monitoring of workers in any government funded projects or where employees are paid from local, state or federal funds?	8	—
2. Publish any bulletins, circulars, pamphlets, etc., that deal with discrimination in any form?	8	—
3. Deal with individual or group housing problems relating to tenant-landlord relations?	4	—
4. Deal with problems of unlawful discrimination because of race, religion, or national origin?	8	—
5. Deal with problems of unlawful discrimination because of sex or age?	8	—
6. Counseling, either on a formal or informal basis, to a person or persons seeking advice and/or assistance from your agency?	8	—



HUMAN RIGHTS COMMISSION (continued)

	YES	NO
7. Refer persons seeking assistance from your agency to some other more appropriate agency?	8	__
8. Handle any complaints against law enforcement agencies?	4	__
9. Handle any educational complaints?	4	__
10. Handle any housing complaints?	4	__
11. Participates in any advisory role to persons of minority races?	7	__
12. Prepares or distributes directory of organizations or "how to" information for members of minority groups?	5	__
13. Conducts surveys, or does liaison work, or handles complaints in housing field?	5	__
14. Deals with rights of individuals or groups relating to equal economic opportunity?	6	__
15. Deals with rights of individuals or groups relating to equal political opportunity?	3	__
16. Deals with rights of individuals or groups relating to equal educational opportunity?	3	__
17. Deals with rights of individuals or groups in equal service by public agencies?	5	__
18. Deals with rights of individuals or groups in equal protection by public agencies?	4	__
19. Works to eliminate prejudice and unlawful discrimination?	8	__
20. Encourages private citizens and groups to promote and provide equal opportunities for all?	8	__

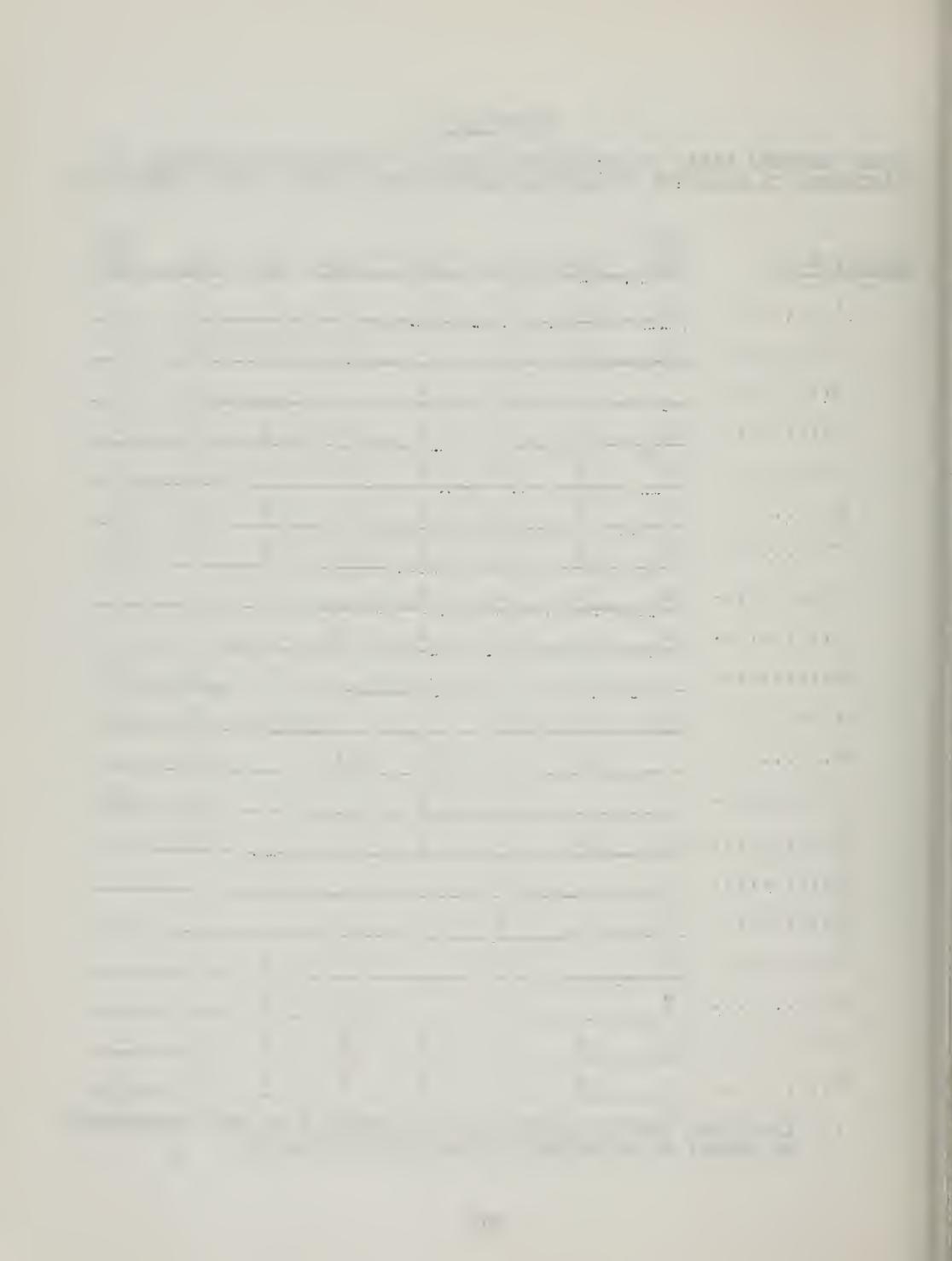


Attachment 1

CHART SHOWING AREAS OF RESPONSIBILITIES OF VARIOUS GOVERNMENTAL DEPARTMENTS IN ADDITION TO AND THE SAME AS THE HUMAN RIGHTS COMMISSION:

<u>QUESTION NO.</u>	<u>DEPT.</u>	<u>EDU.</u>	<u>EEOC</u>	<u>EOC</u>	<u>FEPC</u>	<u>HEW</u>	<u>HRD</u>	<u>HUD</u>	<u>SOC. SERV.</u>
1.....		X	X	X	X	X	X	X	X
2.....		X	X	X	X	X	X	X	X
3.....				X	X			X	X
4.....		X	X	X	X	X	X	X	X
5.....		X	X	X	X	X	X	X	X
6.....		X	X	X	X	X	X	X	X
7.....		X	X	X	X	X	X	X	X
8.....		X	X	X	X				
9.....		X		X	X	X			
10.....				X	X			X	X
11.....		X	X	X	X		X	X	X
12.....			X	X	X	X			X
13.....				X	X	X		X	X
14.....		X	X	X	X	X			X
15.....		X		X				X	
16.....		X		X		X			
17.....		X		X		X	X		X
18.....		X		X		X	X		
19.....		X	X	X	X	X	X	X	X
20.....		X	X	X	X	X	X	X	X

X - INDICATES THAT THIS FUNCTION IS PERFORMED BY THIS DEPARTMENT OR AGENCY AS SIGNIFIED ON SURVEY QUESTIONNAIRE



Attachment 2

THIS CHART SHOWS THE NUMBER AND PERCENTAGE OF FUNCTIONS PERFORMED BY THE NAMED AGENCY OR DEPARTMENT THAT ARE THE SAME AS THOSE PERFORMED BY THE HUMAN RIGHTS COMMISSION. (TWENTY FUNCTIONS POSSIBLE). THESE NUMBERS WERE VERIFIED BY PERSONAL CONTACT AND SIGNED QUESTIONNAIRE BY THE PARTICULAR AGENCY OR DEPARTMENT INVOLVED.

<u>NAME OR AGENCY OR DEPARTMENT</u>	<u>NUMBER OF FUNCTIONS SAME AS H.R.C.</u>	<u>PERCENT OF FUNCTIONS SAME AS H.R.C.</u>
EDUCATION (SFUSD)	16	80%
E.E.O.C.	12	60%
E.O.C.	20	100%
F.E.P.C.	16	80%
H.E.W.	15	75%
H.R.D.	12	60%
H.V.D.	15	75%
SOC. SERV.	12	60%

EDUCATION (SFUSD) = SAN FRANCISCO UNIFIED SCHOOL DISTRICT (LOCAL)
E.E.O.C. = EQUAL EMPLOYMENT OPPORTUNITY COMMISSION (FEDERAL)
E.O.C. = ECONOMIC OPPORTUNITY COUNCIL (LOCAL)
F.E.P.C. = FAIR EMPLOYMENT PRACTICES COMMISSION (STATE)
H.E.W. = HEALTH, EDUCATION AND WELFARE (FEDERAL)
H.R.D. = HOUSING AND URBAN DEVELOPMENT (FEDERAL)
SOCIAL SERVICE = DEPARTMENT OF SOCIAL SERVICES (STATE AND LOCAL)

DEPARTMENT OF SOCIAL SERVICES

The 1972 Grand Jury Committee assigned to investigate the Department of Social Services summarizes its activities, observations and recommendations as follows:

The results of a questionnaire administered by the Grand Jury indicate that an overwhelming number of both clerical and professional staff of the Department of Social Services are satisfied with the leadership and working conditions within the department.

The results of conferences and personal interviews conducted by the Committee confirm the findings of the questionnaire and also added the following: almost all employees had the same request, more money; staff and facilities were needed to improve service; there is a relatively small number of dissatisfied workers who impressed the committee as those who would be dissatisfied no matter where they worked--the chronic complainers; the majority of the staff impressed the committee as being totally dedicated and committed to their vocation.

In the visits to the facilities of the Department of Social Services it was found that, for the most part, the building and grounds were poorly maintained and in immediate need of a thorough scrubbing. This was particularly true at 585 Bush Street (Administration Building), 965 Mission Street (Aid to Families With Dependent Children & Rehabilitation), and at 150 Otis Street (General Assistance, Aged and Blind). In addition, some of the Department of Social Services' buildings were overcrowded and bulging, while others showed poor utilization of space--particularly the main floor of 1680 Mission Street.

San Francisco has a disproportionate number of people on welfare when compared to other counties, and part of the reason for this is that the City and County of San Francisco is composed of an urban area only; there is no suburbia where the rate is usually much lower than in urban areas. San Francisco carries an unfair burden of financial responsibility when compared to other counties within the State of California.

Approximately 80% of funds for welfare are provided by the State and Federal governments but 100% of the burden of administration is imposed upon the counties and without the authority to determine to any great extent how the welfare funds are to be administered.

The Grand Jury suggests that the following advantages would be realized if the State of California took over the duties and re-

DEPARTMENT OF SOCIAL SERVICES (continued)

sponsibilities now performed by the welfare departments of the respective counties:

1. Uniform administration.
2. Greater justice for recipients.
3. Uniformity in case loads.
4. More efficient use of state-wide computerization.
5. Elimination of the necessity of re-applying for welfare when moving from one county to another.
6. Greater ease in checking to see if recipients are receiving welfare in more than one county at the same time.
7. Elimination of the duplication of welfare offices in the community.
8. Reforms within the system could be instituted more readily.
9. Uniform procedures for combating fraud.
10. Standardization of employment for workers.
11. Funds would be more equitably distributed throughout the state.
12. Elimination of the burden of maintaining welfare departments - which burden is currently imposed on the counties.

THE 1972 GRAND JURY THEREFORE RECOMMENDS:

1. The State of California should assume all of the duties and responsibilities of the Department of Social Services and the welfare departments of the other counties throughout the State.
2. No additional staff at this time.
3. No additional facilities at this time.
4. A concerted effort be made to clean up buildings and grounds.

ANDREW C. GLOVER

ERNEST J. NACKORD, JR., Chairman

RECREATION AND PARK DEPARTMENT

In reviewing the activities of the Recreation and Park Department, this committee has found that the department can point to many accomplishments throughout the year, but is also beset with many varied problems. There have been additional responsibilities delegated to the Recreation and Park Department without increases in personnel or any significant increase in funding, i.e., many mini-parks, the Alcoa Plaza, the Maritime Museum and the Palace of Fine Arts. The ability to maintain and repair most properties under its jurisdiction has become most difficult. Funding for these essential needs has been repeatedly reduced or eliminated from budget requests. This has resulted in increased deterioration of many of the recreation facilities, the golf courses and buildings, Fleishhacker Pool and recreation centers, to name a few.

Although reduction of funds has been most frustrating to the Recreation and Park Department, this has not prevented a most enterprising and capable General Manager, Joseph M. Caverly, from trying to overcome some of the funding deficiencies. With his support the services of concerned citizens operating as a non-profit group called "Friends of Recreation and Park" was formed. This group solicits private funds to help out in areas of critical funding need and has proven itself to be of great benefit to the Department. In addition, Mr. Caverly has sparked a campaign to involve large private companies in providing necessary improvements to City parks. Businesses were solicited to select a small park near their location and become its "Big Brother." This program, too, is proving very successful.

The Recreation and Park Department is responsible for a tremendous amount of land and facilities throughout the City and elsewhere. An overburdened Recreation and Park Commission should be complimented on doing a good job in supervising and providing direction for this very large department.

A detailed study of the Recreation and Park Department was completed in February, 1971. This study was requested by the Mayor and the Recreation and Park Department and sponsored by a committee of private business executives and professionals. The project was called a "Plan for Action" and was prepared by the Blyth-Zellerbach Committee. This plan makes an in depth review of organization, manpower, methods and procedures throughout the department with significant recommendations for improvements. It also includes a Program Evaluation Study by the Planning Research Corporation. The Recreation and Park Commission has already endorsed this plan and this Grand Jury Committee heartily agrees with this action. Many of the plan's recommendations have already been implemented and others are

RECREATION AND PARK DEPARTMENT (continued)

in the working stages. A number of the plan's recommendations can be accomplished within present budget limitations, while others would need increased personnel or funding and would necessitate priorities and cost benefit analysis before undertaking.

1) An appointive position of Operations Manager (Assistant General Manager) be established to direct and coordinate all major operations of the Recreation and Park Department and to provide continuity of operations while the General Manager is absent from his headquarters.

2) Combine the golf course maintenance and operations department into one division, under the directions of a new position, Golf Superintendent. This position to be appointive and reporting to the General Manager or the new position of Operations Manager.

3) There should be established a position of Agreements and Fee (Facility Utilization) Supervisor. He should report directly to the business Manager and be staffed sufficiently so that all leasehold and fee utilization facilities could be monitored and reviewed to see that all conditions of the agreements are being met and to make recommendations for change or improvement.

4) The Recreation and Park Department should terminate the Maritime Museum lease when it expires and renegotiate it with realistic costs of maintenance and operation taken into account. A request to the Board of Supervisors to make the Maritime Museum a separate entity as are other museums could be considered as well.

5) The Palace of Fine Arts League is requesting the granting of a master lease to take over the operation of the Palace of Fine Arts. This should be considered favorably, if a sublease with the "Exploratorium" (Palace of Arts and Science Foundation, Inc.) is negotiated under conditions and terms similar to the master lease. An alternative proposal could be to request the Board of Supervisors to establish the Palace of Fine Arts under its own Commission or Board as are other museums and academies.

6) The Recreation and Park Commission was given the responsibility of managing the Candlestick Park Stadium operation, even though Candlestick Park is basically a business enterprise and not related directly to the goals of the Recreation and Park Department. The Commission should be commended on its successful efforts toward the improvement and enlarging of Candlestick Park and its parking area. Now that the major work is almost completed, however, the Commission should consider transferring the responsibilities for its management to a separate Candlestick Park Commission, by Charter amendment or ordinance.

Recently there has been public criticism regarding conditions at some of the municipally operated golf courses and their

RECREATION AND PARK DEPARTMENT (continued)

facilities, especially of the Sharp Park Golf Course. The conditions at the Sharp Park course have deteriorated to the point where major work is imperative. The drainage and watering systems for instance must be entirely replaced. This report will not detail all the repairs or improvements needed at the various golf courses, but will rather discuss the cause and possible solution.

At the present time all earned income from the City-run courses finds its way into the City's General Fund. In turn the Recreation and Park Department requests within its own budget funds to operate and maintain these courses, as well as requesting funds for capital improvements. During the past years, requests to the City for monies to operate and maintain the golf courses properly by the Department have been constantly reduced, and requests for capital improvements have been deleted. The Department has strived to continue to operate all courses under its jurisdiction within this limited budget, however, each year the deterioration of these facilities becomes more apparent. The Department is considering leasing out the Sharp Park facility to private operators. This would eliminate the need to provide major costly improvements by the City and hopefully release personnel and funds to be transferred to other golf courses where they are greatly needed. During the first public hearing on this lease proposal held by the Recreation and Park Department, the public voiced great concern that the green fees would be substantially increased if private operators were to take over. The Department indicated that if any leasing arrangements were to be finalized control of green fees and priority of City residents on the course would remain with the Department. This Grand Jury Committee feels that any private operator making major improvements, which have been indicated to be over \$500,000, would be hard pressed to contain the green fees for any length of time. This Committee suggests an alternate plan that might be considered. The Recreation and Park Department could request of the Board of Supervisors that a special "Golf Course Fund" be established and that twenty per cent of all income derived from the golf courses be set aside for this fund. The fund could be used to improve and upgrade all golf courses as needed. This fund would be separate from and in addition to the regular budget for golf course operation and maintenance. This Committee anticipates that as the golf courses are gradually improved, more income will be generated from additional use of the courses, which will help to off-set any future drain on the City's General Fund.

The 1972 Grand Jury has issued an interim report recommending that the San Francisco Zoo be separated from the Recreation and Park Department and placed under its own fifteen (15) man commission, and that the Board of Supervisors hold hearings toward that end. This Committee would like to emphasize that the interim report was not made as a criticism toward the Recreation and Park Commission, the General Manager or his staff. The Grand Jury recognizes that much effort has already been made to attempt to improve the conditions and facilities at the Zoo and that other improvements are in

RECREATION AND PARK DEPARTMENT (continued)

the working stage. Nevertheless, the Grand Jury recognizes that this is only a small amount of what is needed to properly restore this deteriorated Zoo. More funds would obviously be of help to improve the Zoo, but more important, the Jury strongly feels, is the need for the daily supervision and personal involvement of a Zoo Commission. Every museum in San Francisco already has its own board or commission. The Zoo, which is a "living" museum, needs the direction and assistance of its own commission as well. Under the leadership and action of its own commission, more private funds too, would be generated for the benefit of the Zoo.

An excellent Master Plan has been developed for the Zoo and with the action generated by a Zoo Commission, greater strides could be made toward its implementation.

The following recommendations are made for the improvement of the San Francisco Zoo whether under the jurisdiction of the present Recreation and Park Commission or the newly proposed Zoo Commission:

- 1) Have the Zoo Director report directly to the General Manager, instead of the Park Superintendent, or the Zoo Commission, if established. Increase the salary of the Zoo Director commensurate with this new status.
- 2) The lease for concessions at the Zoo, now operated by the Zoological Society, comes up for renewal next year. Some changes are indicated.
 - a) Responsibility for the operation of the Children's Zoo by the Zoological Society should be discontinued. The responsibility for the Children's Zoo operation should revert to the Zoo Director and his staff. This recommendation is not a criticism of the operation of the Zoological Society. Rather it will eliminate conflicting areas of authority and responsibility and make for a more efficient and controllable operation.
 - b) Clarification should be made on Section 12 of the present Zoological Society lease. Approval of any improvements and/or animal purchases should be made in cooperation with the Zoo Director and he should present such recommendations to the Commission. Providing personnel to aid in the operation of such new improvements should be included.
- 3) A "Special Animal Fund" should be designated by the Board of Supervisors to facilitate the purchase, sale, trade, and breeding of animal additions to the Zoo. The present method of going through the City Purchasing Department is difficult, impractical and is time consuming. Monies from the sale of Zoo animals ~~will go into~~ the General Fund and become a loss to Zoo operations. This "Special Animal Fund" would not cost the City any extra monies.

RECREATION AND PARK DEPARTMENT (continued)

4) The morale of the animal keepers seems to be low. It is felt by this Committee that one of the main reasons is that there is no room for these keepers to upgrade their positions. Re-grading of the animal keepers into animal keeper, senior animal keeper and principal animal keeper would be one important step.

5) Three additional animal keepers are needed. Presently there is no available source of animal keepers when one is sick or on leave. This often leaves a very short crew and forces supervising staff to leave their posts to fill in and keepers are also frequently shifted from their regular assignments.

6) A full time maintenance person is essential at the Zoo. There is a civil service classification of "Exhibit Preparator", that would fit this need.

7) The approved communication system is vital. It is hoped there will be no further delays by the Board of Supervisors in approving this project.

8) Additional security guards are necessary. It suggested that guards from private sources could be used for week ends and noon time.

9) Janitorial staff should be so scheduled as to have the greatest number working on week ends and Mondays.

10) The Fleishhacker Pool and Locker Building should be under the direction of the Zoo. Future utilization of this area would be of great benefit to the Zoo. There is a need for additional administrative staff space. The possibility of utilizing portions of the Fleishhacker Pool for aquatic animal exhibits, with the cooperation of the Aquarium, has already been explored and tentatively approved.

11) A recommendation for a "Zoological Gardens Improvement Bond" should be made. The Zoo needs a major overhaul as well as completion of its "Master Plan". We believe the Recreation and Park Commission should initiate the proposal at this time. In the event the new Zoo Commission is soon formed, it would continue the effort.

Earle B. Brehaut

Mrs. Camille Leong

Dr. Ernest A. Siegel, Chairman

CENTER OF ASIAN ART AND CULTURE

THE AVERY BRUNDAGE COLLECTION

This is the first detailed report by a Grand Jury on the Center of Asian Art and Culture. Now under the responsibility of the Asian Art Commission, a near autonomous group but not yet with separate City department status, the function is of such import and international significance that this report was deemed essential.

The Grand Jury recommends that subsequent Grand Juries also consider filing an annual report so that the care and development of this gigantic asset can come under public focus and assessment.

More generally known as "The Brundage" this collection can be described as the best and most representative collection of Asian Art in the United States. Many pieces are of the finest quality to be found in the world.

Public knowledge of and interest in Asian Art lags behind European and Modern Art. Since ours is a western civilization, this is understandable. With the hope before us, however, of elevating mankind to a true state of peace with accompanying cultural, intellectual, economic and social exchange, Asian Art will grow in the western consciousness and appreciation.

It is fair to state that the collection held in trust by the City and County of San Francisco has a greater significance to the world's art appreciators than it does generally to our own citizens. If this report does nothing more than to focus attention on the enormity of this cultural asset it will have served well.

We wish we could find the lyrical language to describe the beauty and magnitude of the bronzes, the jades, the sculptures, the screens and the porcelains at the Center of Asian Art and Culture. In the nature of committees, especially this one uneducated to Asian Art, we are dwarfed to a numerical recitation that there are approximately 10,500 items in the collection.

The Chinese section of approximately thirty-five hundred items spans the culture of forty-five hundred years. Ceramics dominate and range from the Neolithic period to the Ching dynasty. Within the walls of the Brundage Wing is a chronicle of Chinese ceramics throughout the ages. The precious Jades are second numerically, followed by magnificently preserved bronzes, many of which cannot be found in other collections.

The state of preservation of this collection is remarkable

CENTER OF ASIAN ART AND CULTURE (continued)

and points up a vital necessity in museum caretaking. These items were preserved over the centuries by the natural dehumidification of underground entombment. Whether on display or in storage, humidity control for these precious bronze pieces and others is life itself; without such control deterioration is very rapid. These controls must accompany the growing of the Center.

The decorative art of precious metals, stones, glass, cloisonne and lacquers are well represented, as are sculptures from the most significant period -- 4 to 9 A.D.

Mr. Brundage began the collection of paintings in recent years and these are the least numerous art forms in the collection. This points up the need for a vigorous and scholarly program of acquisitions and exchanges.

The collection has other works of art from nearly the whole of Asia. In addition to the Brundage items, generous donors have added importantly to the collection and the de Young Trustees have transferred their Asian pieces.

Prices for Asian Art are presently sky rocketing. A Japanese wood block oban print by Utamaro was recently sold at auction for \$37,000 - an all-time high for a print. The estimated value of our Asian collection is \$65 million, although Mr. Brundage believes the collection could not be duplicated today for under \$100 million. The fact is, Asian pieces of museum quality are not abundantly available at any price.

San Francisco has been the fortunate recipient of this artistic largess. We also believe the collections are fortunate to find a home in this magnificent city, literally the American Gateway to Asia.

Since the eyes of the entire Oriental art world are upon us, it is most fitting to ask how well we have served these treasures.

One must start from the fundamental fact that the City and County accepted these gifts and with them the full responsibility for their housing, protection, display, for the creativity and vitality of their growth and for the scholarly pursuits that are inseparable from the collections.

The City entered into specific contracts involving very clear legal and moral obligations to the principal donors, Mr. and Mrs. Avery Brundage.

As a backdrop to our observations it is well to recite Section A of the agreement between Avery Brundage, Elizabeth D. Brundage, the Avery Brundage Foundation and the City and County of San Francisco, to wit:

CENTER OF ASIAN ART AND CULTURE (continued)

"Section A. The City agrees that:

"1. It will appoint an independent Committee of Asian Art and Culture whose primary function would be to develop a Center of Asian Art and Culture in the City and County of San Francisco with an adequate acquisition fund. This independent committee shall have its own staff and budget and shall have the power to control and manage the City's collections of Asian Art including the Avery Brundage Collection of Asian Art as the nucleus which will be furnished with a staff and budget adequate to perform its functions."

(Emphasis added.)

The Mayor and his budget analyst have been responsive to this obligation, the Board of Supervisors and their analyst less so. It is a matter of first importance that "budget adequate to perform its functions" be granted. (Emphasis added.)

It would be immoral, if not illegal, for this City to accept gifts, however great or small, without fulfilling its obligations under the terms of the gifts. Even if there were no "terms," there is an intellectual and moral responsibility that is inescapable.

As another backdrop to our ensuing report on the immediate, intermediate and long range needs of the Center of Asian Art and Culture, we present an abbreviated factual history of the Center's development.

1). 1959 - Avery Brundage entered into a contract with San Francisco to give his then collection of Asian Art.

2). The contract and gift was conditioned on the passage of a bond issue to build suitable housing and certain other obligations common to good museum management.

3). The bond issue passed. Construction of the "Brundage Wing" was begun, connecting it to the de Young Museum on the west side. The de Young Museum Board administered the collection. Entry was and is through the de Young.

4). Unfortunate differences arose between Mr. Brundage and the de Young Board. Mr. Brundage amassed a collection after 1959, about equal to that given to San Francisco, which he very nearly gave to Los Angeles. Prominent citizens there made attractive offers and were in vigorous pursuit.

5). Thanks principally to the efforts of George F. Jewett, Jr., R. Gwin Follis, Cyril Magnin, Mrs. Paul Bissinger and Mayor Alioto, the post-1959 collection was also given to San Francisco.

6). The above was achieved by negotiating a new contract for both the pre-1959 and post-1959 collections. The conditions were:

CENTER OF ASIAN ART AND CULTURE (continued)

a). Formation of a special and independent committee to take charge of the Brundage and other Asian Art collections in the City.

b). A legal commitment to raise \$1.5 million by December 31, 1970; and another \$1.5 million as a moral commitment by 1973.

7). 1969 - the Board of Supervisors passed Ordinance Number 192-69 creating a Committee of Asian Art and Culture with 27 members to be appointed by the Mayor.

The ordinance gave the Committee charge of the Asian Art Collections and the task of organizing a foundation to raise the funds necessary under the contract.

8). The de Young Museum Trustees entered into a management agreement with the Committee giving it responsibility for the Brundage and other Asian collections that were not restricted by terms of the gift. The agreement provides for sharing of certain facilities and personnel.

9). On June 30, 1969, the Asian Art Commission entered into a contract with Rene-Yvon Lefebvre d'Argence to become Director and Chief Curator of the Center of Asian Art and Culture.

10). On November 24, 1969, By-Laws of the Committee of Asian Art and Culture were drawn and adopted.

11). The Board of Supervisors amended Article 2 of Chapter 28 of the San Francisco Administrative Code, adding Section 28.14 thereto, providing that the Committee be hereafter officially known as the Asian Art Commission.

Thus the stage was set for the present day.

The Asian Art Commission is wholly independent although it does not have City departmental status. This would require an amendment to the City Charter.

Cooperation between the de Young Trustees and the Asian Art Commission has been excellent. Ransom Cook, Chairman of the de Young Trustees, R. Gwin Follis, George F. Jewett, Jr., Chairman of the Asian Art Commission, and Cyril Magnin serve on both boards.

In theory, the present arrangement should work well. The Asian Art Commission is virtually autonomous. The Asian Art Foundation is meeting the contractual financial commitments, but there are difficulties.

Mr. Brundage and the Director and Chief Curator,

CENTER OF ASIAN ART AND CULTURE (continued)

Mr. d'Argence, believe the Asian Art Commission should have separate status as a City department, believing that "by unanimous consent of all experts," the Center of Asian Art and Culture is by far the most important museum in San Francisco bringing visitors from all over the world.

They also desire a separate entrance and that the Wing operate as a completely separate unit, handling its own publications, its own security, its own janitorial service and having an independent supporting membership. They also favor an admission charge.

The Asian Art Commission has taken a less positive stance at this point, although they recognize that several administrative procedures are cumbersome, if not meaningless. For example, the Center's Director has to be confirmed by the de Young Trustees, but by contractual agreements they have no option in the matter. The Center's budget must be submitted to the de Young Trustees who can comment but not make changes therein. The de Young Trustees must approve the sale or exchange of surplus art objects, yet the Asian Art Commission is responsible and has all the Asian experts. Despite this, the Asian Art Commission has been very sensitive to possible objections to make the Center a separate City department.

The citizens in November voted to consolidate the de Young and the Palace of the Legion of Honor. The Grand Jury supported that action. Why, under the circumstances, should the Grand Jury recommend separate City departmental status for the Center of Asian Art and Culture?

There are many persuasive reasons:

- a) The wish of the principal donor must be considered.
- b) Asian Art is a highly specialized field demanding a staff of scholars. Their judgments, assuming proper expertise, would be difficult for those of another discipline to question.
- c) There is merit to the idea of an admission charge, provided generous arrangement is made for visitation by those who cannot afford to pay. The claim is made that admissions would more than cover the cost of total separation.
- d) There is merit to a separate entrance, permitting different hours of visiting, and gaining greater separate identity.
- e) City department status unquestionably would eliminate a communication confusion and improve the image of the Center.
- f) A separate support group would lend greater prestige to and assist public understanding of this gigantic asset.

CENTER OF ASIAN ART AND CULTURE (continued)

g) Fire safeguards are greater in the new Center than in the older de Young structure.

h) The sheer scope of the Center demands total separateness.

The above rationale, however, is not all one-sided.

a) Separateness would increase costs for additional security guards, janitorial and maintenance personnel. The estimated cost is \$92,741 per annum.

b) The buildings do join each other.

c) Consolidation of all museum administrative detail, not related to the specific museum mission, is desirable, if economy can be obtained.

d) The City does not exactly need another fund-raising support group.

e) Building expansion and modification (an inevitable requirement) should always have the joint approval of the de Young Trustees.

f) The de Young traditions, responsibilities and needs must be equally considered.

Although the Grand Jury tends to accept the concept of separateness, we believe greater study must go into this subject before a clear decision can be reached. We therefore recommend to the Mayor that he appoint a six-man study committee including the City Attorney, to make an in-depth analysis of the problems involved and bring recommendations to both Boards and to the Board of Supervisors.

We lived with a trial consolidation of the de Young and the Legion of Honor for almost two years before submission to the voters to amend the City Charter so as to make the arrangement permanent. We urge the recommended study span at least that period of time to determine if the present concerns are valid.

This study period should not become a wait-and-see invitation to the budget planners. All City commitments and reasonable developments at the Center must be fulfilled.

Note that we recommend the City Attorney be made a part of the six-man study. Our City has accepted so many gifts with special conditions on them that order can be achieved only with the City Attorney's constant advice. We urge the Board of Supervisors to weigh carefully the possible effects to tomorrow on conditions

CENTER OF ASIAN ART AND CULTURE (continued)

accepted today.

We have outlined the majesty and importance of the collections in the Center of Asian Art and Culture. What of the custodianship? The twenty-seven members of the Asian Art Commission are among the City's most responsible leaders. Its Chairman, James M. Gerstley, and former Chairman, George F. Jewett, Jr., have provided dynamic leadership, yet with grace and tact, smoothing over difficult days. Their dedication and generosity was illustrated from the outset. A loan for \$300,000 was early negotiated with a bank and Mr. Jewett personally guaranteed two-thirds and Mr. Gerstley one-third. Cyril Magnin, for his family, donated the entire Jade Room, a unique display area of great beauty adding enormously to public interest in the Center. Adrian Gruhn has made a very generous gift.

The Mayor and the Board of Supervisors can be confident that the Center is in most capable hands. When annual budget requests come through, they will be realistic and responsible, approved by realistic and responsible people.

Only through an expert staff does a collection become a vibrant living thing. How do we rate the present staff?

In the manner of our schooling, we give a straight A down the line.

Fene-Yvon Lefebvre d'Argence, Director and Chief Curator, is a man of eminent qualifications in both education and experience. He is totally committed to the highest standards of excellence--in display, in conservation, in upgrading and collection expansion and in realizing the educational opportunities that exist with this great collection. He has the insight and skill to select and inspire a truly outstanding staff.

Each member of the staff is not only knowledgable in Asian Art but speaks and/or reads either Chinese, Japanese or both.

The Center of Asian Art and Culture will never be a static activity. To fulfill its function, growth is inevitable. In accepting the gift, we accepted the inherent responsibilities and now we must meet them.

What are the needs? Some are commonplace and utilitarian, some are protective, some logical next steps, some are progressive.

The Building and Interiors

Soon after construction the terrazzo floors cracked badly on both the first and second floors. The Grand Jury became involved and has reason to believe there is a liability to the City. The City Architect and the City Attorney are vigorously pursuing the

CENTER OF ASIAN ART AND CULTURE (continued)

matter. Terrazzo, one of the most durable materials, should be in perfect condition. It is not.

There is but one elevator used for both freight and passengers. While an inspection permit has been issued, the elevator is constantly breaking down and the cage floor stops below or above the exit level. There is space for a freight elevator and it is essential that one be installed. The handling of this precious freight must not be jeopardized by an inadequate elevator.

The receiving area is shared with the de Young. This is less than satisfactory. With the installation of the freight elevator, a separate receiving area can and should be created.

Security systems are being improved and, no doubt, will need further development. Our City officials should realize that only a fraction of the collection is insured, even so, most is irreplaceable.

The Grand Jury has the assurance of Police Chief Donald C. Scott that upon request of the Asian Art Commission his department will survey the Brundage Wing to assist in gaining the proper security. We urge the Commission to make the request and take advantage of police expertise.

There are approximately 100,000 sq. ft. in the building with nearly 75,000 sq. ft. devoted to display. The balance is required for storage, conservation, display preparation and assembly, library and offices. At no time can more than a small percentage of the total collection be on display at one time. A five to one storage to display ratio is not unusual for leading museums, but the Center has legitimate need for more galleries. It is immediately desirable to construct a second floor over the present entry. This entry was designed in heroic dimensions to provide space for gigantic sculptures that did not materialize. The entry, as a result, is out of proportion and its two-storied height a waste of precious space. We recommend an immediate architectural survey to create this added second floor space and to redesign the entry. This will provide two to three additional galleries. We agree with Mr. Brundage when he says this will be a great improvement at relatively little cost.

A group of four donors gave \$180,000 for remodeling work areas in the basement; this will provide basic requirements. Still unsolved is the need for a great library and other educational space.

In November 1972, the Center was granted accreditation by the Committee of the American Association of Museums. That expert Committee made some cogent observations. We quote in part:

"The Committee was impressed with the new structure that contrasts with its older, contiguous neighbor, the de Young

CENTER OF ASIAN ART AND CULTURE (continued)

Memorial Museum. The building has a clean, open, light feeling.

"Although a new building, the Center is already hard pressed for space. For example, to mount a temporary exhibition it is necessary to use permanent exhibition areas. Two-thirds of the permanent collection is in storage at all times. Planning should be instituted to meet both of these shortcomings. They utilize the deYoung receiving areas as they have none of their own. Receiving facilities and preparation areas should be added to the Center.

"Security in general is good but could be better on office windows.

"Some control of draft from the de Young that creates an unevenness of temperature and humidity in the galleries of the Center should be instituted."

At some time in the not too distant future there will be need for a sizeable amount of space. We recommend that these needs be anticipated well in advance and a future development plan be settled on now--not when the space is urgently needed. Expansion to a third floor or on the ground level to the north or by some means as yet unseen should be worked up by the City Architect, or a private firm as a public contribution. Then let the debate rage and the solution be found and agreed upon.

Displays are skillfully and artistically presented. Space, while generously open, is well used. One fundamental need has been with the Center since its inception. The display of screens is difficult, but the Center has found a most satisfactory method. Screens are mounted on small stage-like areas. They are placed close to the back wall for safety and illuminated by foot lights similar to a regular stage. Repeated requests have been made to the Board of Supervisors for five footlights. The Mayor's office has always approved and the Board of Supervisors turned the requests down. The original \$5,000 cost estimate has grown to \$10,000. Only two of seven platforms are now equipped with foot illumination. This is one of those budget items needed to fulfill the Center's function. We do not think the issue and the item should be ducked any longer.

Here are other budget requests that have been turned down. Each is considered by the Asian Art Commission and its staff to be essential.

The Center has been quite conscious of fire protection requirements. It received a budget request for a fire door but was denied a \$4,500 smoke detection system and a request for modification and modernization of the automatic sprinkler system amounting to \$11,500.

CENTER OF ASIAN ART AND CULTURE (continued)

The collection as previously noted is valued somewhere between \$65 million and \$100 million. Insurance coverage totals \$800,000 on Indian sculpture, \$800,000 on the jades, a similar amount on any shipment by a public carrier and \$500,000 for objects at any other location. Items under the Center's care are covered by a declared monthly statement averaging \$18,000,000. While we urge the Asian Art Commission to review insurance coverage, the most important consideration is to prevent loss, because as we noted earlier most items are irreplaceable.

The Grand Jury Foreman discussed the subject of fire protection with Fire Chief Keith Calden. While it is not a customary practice (because of manpower problems) to survey each public building, the Chief stated that because of the extraordinary content value, the Fire Department will make a survey for the Center of Asian Art and Culture upon their request.

We urge the Commission to make such a request at the earliest possible date. The Fire Department's observations should be of tangible help in future budget requests for protection against fire.

It should be noted that the Southern District has a fire fighting plan for the Museum. They have also added hydrants in the area. It is suggested that the Museum staff review this plan to aid the Fire Department in isolating the most vulnerable areas and art objects.

Education

A museum is, or should be, more than a mere building in which are preserved and exhibited objects of permanent interest. The very word "museum," of Greek antiquity, once specifically referred to the institution founded by Ptolemy I in Alexandria, which was virtually a university of the Hellenistic world. An educational program is an integral function of the Center of Asian Art and Culture and should be considered as such under Section A of the City's agreement to provide budget for the "staff and functions" of the Center. Many educational activities are under way: cataloging, photographing, translation of inscriptions, publication of handbooks on the collection with historical background, establishment and expansion of the library, courses for and training of Docents, lectures, classes for college and selected high school students comprise a partial list.

The Center plans to supplement rather than duplicate the work of the great Bay Area universities. It has an Educational Committee comprised of Trustees, educators and members of the public, who have developed a continuing program for development on a clearly defined priority basis.

CENTER OF ASIAN ART AND CULTURE (continued)

The Grand Jury urges that provision be immediately made for the hiring of an Educational Curator. This is a matter of first priority.

After the Curator is on hand, we urge the Asian Art Commission to present to the Mayor and the Board of Supervisors its educational program in priority sequence. Continued development of this program is considered of vital necessity.

The Library

The library is deserving of mention. From scratch, the Librarian has assembled some 8,000 volumes. This is about 20% of the final goal. The most imperative acquisitions are Chinese and Japanese editions. We hope potential donors will become familiar with the library's needs. Except for part-time stenographic assistance, the library has been a one-man show. Clearly there is a need for permanent stenographic aid. The need for an Educational Curator is of first importance but closely behind is the need for a full-time library assistant. These needs have been recognized by the Librarian for the City and County of San Francisco.

Docents

The Docents at the Center deserve high praise. This program, begun a decade ago by the M. H. de Young Museum Society, basically provides guided tours. These intelligent and highly motivated Docents are undoubtedly the citizens, in years ahead, who will contribute most in seeing to it that the Museum reaches toward fulfillment.

The Docent is described by the Center as "someone who brings art objects and art history to life for the Museum visitor, makes them relevant to contemporary life by finding relevance in the viewer, interprets and tells why they are significant, seeks questions in the visitor and answers them." To do all of this, the Docent takes three basic courses from professors of leading area universities. They sit for 26 lectures, take examinations and are graded. Docents give special school tours and provide in-service training for teachers. Their contribution is most significant.

The Japan Center has become an extension of the Center of Asian Art and Culture with rotating exhibits available to the public. It is to be hoped that the large population of Oriental ancestry here in San Francisco will find increasing ways of participating in the promotion and development of the Brundage Collection.

We close by urging all San Franciscans to visit the Center

CENTER OF ASIAN ART AND CULTURE (continued)

of Asian Art and Culture. One look is better than a thousand Grand Jury reports.

For and on behalf of the 1972 San Francisco County Grand Jury.

William E. Goetze, Foreman
Mrs. Ella G. Cohn, Secretary
Mrs. Lois T. Caesar
Dr. Ernest A. Siegel
Earle B. Brehaut, Chairman
Museum Committee

CHIEF ADMINISTRATIVE OFFICER

The Chief Administrative Officer is responsible to the Mayor and the Board of Supervisors for the administration of eight departments of the City and County government, which employ the services of more than 6,895 persons, and which have annual operating budgets totaling more than \$124,169,038. Those departments which are under the jurisdiction of the Chief Administrative Officer are: Department of Agriculture and Weights and Measures, Coroner, Department of Electricity, Department of Finance and Records, Department of Public Health, Purchasing Department and Real Estate Department.

The Chief Administrative Officer had a distinguished business career in the private sector. He served for many years as a member of the Police Commission. He has gained the respect and admiration of all who know him. This was amply demonstrated when he was asked to remain in office for a period of five years beyond his normal retirement date.

Happily for the City and County of San Francisco, the Chief Administrative Officer and the Mayor have a close and harmonious relationship with each one extending the other careful regard for the areas of their respective jurisdictions. It is obvious that were this not so, the Mayor and the Chief Administrative Officer could checkmate each other.

Each function under the Chief Administrative Officer has had inquiry from committees of this Grand Jury. The observations and recommendations made for these various departments will be the subject of written responses by the heads of these respective departments no later than sixty days after this Grand Jury is discharged. It is requested that the Chief Administrative Officer also offer comments on Grand Jury recommendations as to those departments under his administrative jurisdiction.

It is also requested that the Chief Administrative Officer continue his analysis of the feasibility of acquiring the Metropolitan Life Insurance Building as an administrative office building, which would permit the consolidation of space requirements for various City departments and expansion of the Courts in the City Hall at the earliest possible date. The Grand Jury recognizes that no recommendation can be made until it is known what the cost to the City will be.

The Grand Jury commends to the attention of the Chief Administrative Officer the greater needs of the San Francisco Tourist and Convention Bureau. A larger percentage of the total Hotel Tax should be directed to the Bureau so as to enable it to

CHIEF ADMINISTRATIVE OFFICER (continued)

Better compete with other aggressive cities also seeking the tourist and convention dollar, if the members will match the City's contribution. San Francisco is disadvantaged in not having more representation in principal cities and in not having a greater advertising effort on behalf of San Francisco as a convention center. The delay in Yerba Buena Center construction and the great length of time it will take to complete the Center demands that San Francisco promote itself well to the tourists whom we can accommodate. It must be remembered that conventions are booked from four to eight years in advance. It will be many years before San Francisco catches up to the loss we are suffering every month from lost conventions.

The Grand Jury previously issued a Special Report on the subject of the Tourist and Convention Bureau and commends the recommendations made therein to the attention of the Chief Administrative Officer.

The Grand Jury did not have the Yerba Buena Center under its jurisdiction, however, during our term we suggested to the Mayor and the Chief Administrative Officer that there be a public debate over the name "Yerba Buena Center", often referred to as "YBC." Although this name is prominent here its meaning may be lost on other people in the nation who are asked to remember the name and think of it for their convention activity. We recognize that considerable money has already been spent promoting "YBC" but the big job is ahead and we respectfully suggest that the Chief Administrative Officer put the question forth for public discussion, which in itself should be of benefit to the Convention Center.

It is also recommended that the Chief Administrative Officer make public the periodic financial reports on Yerba Buena Center progress issued to him by the Department of Public Works.

The Grand Jury believes that the distribution of Hotel Tax funds should remain the responsibility of the nonpolitical office of the Chief Administrative Officer. We recommend, however, that a clear set of guidelines be established as to who would be entitled to participate in these funds. The Grand Jury questions whether some of the highly localized activities and events supported by these funds indeed attract tourists.

CORONER

The Coroner inquires impartially into deaths requiring his investigation. He does this solely to prepare a record of facts which

CORONER (continued)

are available to anyone whose lawful purpose requires them, whether these be criminal or civil and whether these serve the public or the individual. The Coroner is charged with providing the causes of death accurately for the purpose of vital statistics.

This Committee, upon reviewing the vital statistics of causes of death in the Coroner's Annual Report (July 1, 1971 - June 30, 1972) was astounded at the increase of deaths due to drug abuse. In 1964, there were four deaths. In 1971, a seven year lapse, there were sixty-four deaths. From January to November of this year, the deaths attributable to drug abuse increased with a tendency toward the younger people (average age 28 years) of which the ratio between male and female are equally divided. Thirty-two deaths involved persons on the public welfare lists, a fifty percent ratio.

The Coroner and his staff maintain a high level of professional competence in performing their assigned functions. The research necessary to locate his next of kin for disposition of the remains and of the deceased's worldly goods is an endless task. We give a vote of appreciation to this department for its unrelenting efforts.

The laboratories are adequate, however, much of the equipment is antiquated and in need of replacement. The general maintenance of the Coroner's office and other areas should be improved.

The present Coroner, Dr. Boyd G. Stephens, is on limited tenure. Dr. Stephens is one of only four coroners in the Bay Area who are actually physicians. In addition he is also a board-qualified pathologist. He has been in office only a little more than a year. This Grand Jury wishes to commend Dr. Stephens and his staff for the services rendered in this grim and sometimes heart-breaking task. Dr. Stephens is also very actively engaged in formulating programs to combat the usage of drugs and narcotics for personal destruction.

RECOMMENDATIONS

1. The Coroner's Annual Report should be presented in a more permanent book form. In using the book form, the vital statistics involving drug abuse should be enlarged in scope and include like statistics from the surrounding counties so that they are available to the citizens of San Francisco, as well as the Board of Education for use in educational programs to orient the younger children away from the use of drugs and narcotics. Use of the Coroner's name would have a deterrent effect in the use of drugs and narcotics, since he would present facts, not fiction.

2. Discontinue the use of the Coroner's courtroom for routine Superior or Municipal Court proceedings. The courtroom is

CORONER (continued)

not satisfactory for criminal trial purposes. There is no holding area for prisoners. Prisoners must be brought down a public elevator, across open areas outside of the Hall of Justice and into a courtroom which has three possible routes of escape. There is no suitable judge's chamber. In addition, the Coroner may need the courtroom more than one day a week, therefore, he cannot commit the use of the room for a long term, pre-arranged schedule of cases. The bereaved families of decedents who must visit the Coroner's office should not have to contend with the crowds of jurors, witnesses and spectators generated by criminal trials.

3. The Coroner's position requires a permanent civil service status. As the present coroner is on limited tenure, it is recommended that this position be filled on a permanent basis as soon as possible. The position has been on limited tenure since the retirement of Coroner Henry W. Turkel, M.D. during the year 1971.

Selmar J. Monro

Clifford W. Westbrook

Maurice S. Lanning, Chairman

FIRE DEPARTMENT

This Committee has endeavored to visit most of the Fire Department's facilities and firehouses, as well as to speak to as many of the personnel as possible.

This committee finds that the Fire Department has the necessary spirit and dedication to duty that makes it one of the services of which San Francisco can be proud.

This Grand Jury Committee feels that one of the reasons for this superior performance is the fact that high standards of intelligence, physical ability and special training, have been a rigid requirement. Never before has the technical knowledge, ability to understand written or oral orders, keeping updated, and working as a team, been of such importance. These standards should never be lowered, for any reason. To the contrary, San Franciscans and the Fire Department should demand them. The downgrading of San Francisco's fire rating will cost far more to San Franciscans in fire insurance premiums than the maintenance and upgrading of equipment and standards. To lower the entrance examination in any of its facets would be a disservice and would insult the intelligence of all San Franciscans. If a social problem exists it must be corrected without compromising the quality of San Francisco's fire protection. A solution must be found in other areas. To jeopardize the quality of our Fire Department, places in jeopardy the lives, limbs and property, not only of all San Franciscans, but also of the very people that San Francisco may be attempting to help.

The Fire Department, during the first eleven months of 1972, responded to 27,640 alarms, of which 10,288 were false alarms. Assist and recovery responses accounted for 1,203 calls, of which 654 were for resuscitation and cardiac massage. There were 280 trapped in automobile calls and 666 first aid calls, as well as many other miscellaneous calls.

An \$8.5 million bond issue for specific equipment for the Fire Department was approved. Through a change of amortization method, the Department will be able to maintain a replacement program for outdated equipment.

At the beginning of 1973, the Department will initiate its defibrillation program with Dr Francis Curry, Director of Public Health, certifying two men for this program. (Defibrillation is the means by which abnormal, rapid, convulsive contractions of the heart muscle are stopped. This is accomplished by passing an electric current through the heart muscle.)

FIRE DEPARTMENT (continued)

A new program of responding to alarms in high false alarm areas, has resulted in savings and in a showing of decreasing incidents of such alarms.

The Department is looking for funds to purchase additional visual-aid equipment to be used to help instruct non-English speaking people in how to help themselves in the event of fire. This equipment could also be used for the elderly and in schools.

The Department is attempting to have its Fire Prevention Bureau upgraded from class four to class two. This would give an additional sixty points to the fire rating class, thus making more secure for San Francisco the fire class rate two. To man this program would require twelve additional men.

Fire Chief Keith Calden believes that the San Francisco International Airport, in order to have sufficient and adequate fire protection, should have ten additional structural firemen and equipment. This would cost approximately \$378,000. The Airport has refused to pay for this additional protection.

Chief Calden has advised the City and County of San Francisco of the unsafe conditions under which the Dickens' Fair was allowed to operate at the Islais Creek Marine Warehouse area. This matter was brought to the attention of the governing Federal authorities, however, no action was taken and the Fair was allowed to operate. In the event of fire or disaster, the San Francisco Fire Department would be the one to respond. San Francisco should demand that the Federal governing bodies comply with the Fire Department's recommendations, in order to minimize risk of fire and loss of life and property.

The following item must be difficult for the reader to believe, however, it has been verified with the Fire Department. As mentioned previously, the Department responded to 666 first aid calls and in many instances, the Department itself has had need of first aid treatment. All firemen are required to take and pass a first aid course, still, the Department does not have first aid kits provided. In some instances shirts have been torn for bandages.

Although this Committee understands the need of, and is not against a new Cadillac for the Fire Chief's use, it feels that is should be substituted with a lesser model automobile and that the money saved should be used to purchase first aid kits. These kits could be used not only for firemen but also for the public.

With regard to new problems presented by BART and new high-rise buildings, the Department has instigated whatever programs are possible. With regard to highrise buildings, the most effective efforts can come through the building and fire codes. As to BART, the Department can only rely on whatever safety features BART may

FIRE DEPARTMENT (continued)

have built into the system and the Department stands ready to do whatever would be possible.

RECOMMENDATIONS

1. That the Department undertake to present its bi-lingual programs at the adult educational centers. In this manner non-English speaking people who are interested enough to learn English would have easy access to the program.

2. That the Department continue every effort to obtain additional funds and men to upgrade its Fire Prevention Bureau. This Committee urges the Mayor and the Board of Supervisors, to do all possible to make this program a reality.

3. That the Mayor and Board of Supervisors help convince the Airports Commission to install the additional equipment and fire fighting men.

4. That some means be devised to divert some of the monies for a high price vehicle for the Chief to purchase first aid kits for the Department.

5. That the Department continue to ask the City to help implement safety recommendations at the Dickens' Fair, should it or any other function be authorized in that area. This Jury asks that the Mayor and the Board of Supervisors, do all they can to have Federal authorities comply

Selmar J. Monroe

Ernest J. Nickord, Jr.

Primo R. Repetto, Chairman

DEPARTMENT OF PUBLIC HEALTH

The Department of Public Health is divided into three main divisions: 1) Hospital Services, consisting of (a) San Francisco General Hospital, (b) Emergency Medical Services, and (c) the Laguna Honda Hospital; 2) Community Mental Health Services, consisting of five comprehensive mental health centers, which are: (a) Northeast Mental Center, (b) Westside Mental Health Center. (c) Mission Mental Health Center, (d) Bayview Mental Health Center and (e) Sunset-Richmond Mental Health Center; 3) Community Public Health Services, further divided into (a) Special Diagnostic and Treatment Services and (b) Preventative Medical Services and Public Health Services.

This comprehensive medical care and public health department is headed by the Director of Public Health, Dr. Francis J. Curry. Dr. Curry is a highly qualified health officer and a very capable administrator. Approximately 5,000 employees assist the Director in carrying out the functions of this very vital department.

This Committee finds that the progress made in this department and the work in progress has been carefully outlined in great detail in the Department of Health's Annual Report. To repeat a great deal of the same material here would be redundant. This Committee feels too that most of the problems observed early in the year have been corrected or are in the process of being corrected.

There are, however, two examples of important progress this year that we would like to report. First, a new hospital security ward for inmates of the County Jail needing hospital care (about which we were greatly concerned) has been completed at San Francisco General Hospital (SFGH). In addition, SFGH's own radio communications system is near completion. In conjunction with the installation of the communications system, and the approved installation of heart monitoring equipment in emergency ambulances, the monitoring of heart and suspected heart patients from the scene and from the ambulances to the cardiologist at SFGH will be possible.

This Committee commends Dr. Curry and his staff for doing a fine job in providing direction and many improvements for the Department of Public Health. The Director and some of his staff have been at their present assignments for only about two years. Although they have made much progress, they are aware, as are many others in the community, that there is still much to be done.

This Committee finds that there is one major problem that overshadows all else concerning the Department of Public Health.

DEPARTMENT OF PUBLIC HEALTH (continued)

The problem is that there has been no announced decision regarding the operation or the organization of the new SFGH, now under construction and scheduled for completion in early 1975, only two years away. There have been numerous studies made pertaining to the operation of the present SFGH and the new hospital, for example, the Hixon Report, the Touch Ross Report, the San Francisco Health Planning Council Ad Hoc Committee Study of SFGH and the Coordinating Council Study on transforming SFGH into a community hospital. The one fact that comes through loud and clear from reviewing all these studies is that the original concept and need for a SFGH Bond Issue voted on five years ago no longer exists! Some individuals say that we are actually constructing a \$50 million tax-eating monster that the City could do without. (\$30 million Bond Issue, \$5,895,917 allocated Federal and State funds, plus estimated interest costs of \$11,259,850 for a total of \$50,755,767). They feel that almost all present patient care services could be sent to other private hospitals. This could be done, they state, under present Medi-Cal and Medicare programs and with some City and County subsidies. All studies reviewed are in accord that the need for the proposed 600 beds in the new hospital will be drastically reduced in 1975. Less than a 400 bed hospital is generally indicated, and some of those interviewed feel that a 250 bed hospital would be more realistic.

What happened to bring about such a drastic turn about in hospital bed needs? With the advent of Medicare a tremendous increase in the use of hospital beds took place, and with that increase most hospitals enlarged their facilities to compensate for the anticipated patient care. From 1965 to 1970 the Medicare backlog was met and Medicare's administrative policy and hospitalization requirements have changed significantly to effect a lowering of hospital occupancy throughout the United States. This together with improved preventative programs as well as neighborhood health maintenance organizations have reduced the need for hospital care and have significantly reduced the average length of a patient's stay in the hospital. San Francisco was the hospital care center for the Bay Area, but now most suburbs have one or more excellent hospitals of their own. Some of San Francisco's hospitals are still in the process of enlarging their facilities while the occupancy rate in San Francisco is below 65% and the outlook is for even less. It is inevitable that some of these hospitals may have to close their facilities. Into this dilemma will soon come SFGH with its proposed 600 bed hospital. The present SFGH has over 700 beds and an average daily occupancy of about 400. Generally, it is agreed that SFGH should maintain its Trauma Center and Dialysis Center and should also maintain some beds for special indigent problems, for some tuberculosis patients and for some psychiatric cases. This would not be expected to be over 300 beds. What is to happen with the unused or unneeded portion of this proposed \$50 million edifice? What policy will be established to operate and govern the new hospital?

DEPARTMENT OF PUBLIC HEALTH (continued)

The Grand Jury implores the Mayor and the Board of Supervisors to wait not a day longer in resolving these urgent matters! Public hearings should be held immediately concerning the new SFGH and decisions made and action taken as soon as possible to forestall another "action by crisis" taking place.

There are several possible solutions. The following are a few proposals that have been suggested:

1.) Utilize the proposed hospital for 300 beds and redesign the interior of the balance of the hospital to accommodate a transfer of the Public Health Department at 101 Grove Street to the new hospital.

2.) Close down an existing private hospital and turn over the operation of the new SFGH building to its staff and physicians.

3.) Utilize the realistic amount of beds needed and not complete the interiors of the balance of the structure.

4.) That the SFGH be governed by an independent, non-profit corporation. The Board of Directors would include representatives of the community, the City government, private physicians and the University of California, San Francisco. That the teaching functions of the University of California at SFGH could be retained. The overall policy would be set by the Hospital Board, not by the University.

5.) It has been stated that the University Medical School has too much control over the operations of SFGH, which makes for problems in general administration. If the University of California Teaching Hospital needs this hospital for training and insists on control of all policies, then let the State of California take over the hospital operations and pay San Francisco taxpayers their costs.

If the new SFGH was reduced in size, the need for University of California teaching staff and residents would be reduced. There are sufficient hospitals in San Francisco, however, which would welcome and cooperate in every way with the University of California Medical School in adding teaching departments to their hospitals.

One problem within the present operation of SFGH is the retention of qualified personnel. There is an annual turnover of approximately 50% of the employees! This obviously presents a major problem for the administration and personnel department. Unfortunately, the way the system works, the personnel department of SFGH has little say in hastening the employment and classification of new employees. Some movement to improve this situation has already been made by Civil Service. The problems, however, are still evident. The Grand Jury has recently been complimentary

DEPARTMENT OF PUBLIC HEALTH (continued)

to the Civil Service Commission and its new General Manager, Personnel, Bernard Orsi. This Committee has great confidence in Mr. Orsi's ability to solve the personnel "jam" at SF.H. The Grand Jury suggests that the Department of Public Health request the Civil Service Commission to send a task force as soon as possible to help straighten out this serious problem. Hopefully the Mayor's Office would assist in recognizing the need for close cooperation in reaching the solution to this long-standing problem.

Ernset J. Nackord, Jr.

Dr. Ernest A. Siegel

Clifford W. Westbrook,
Chairman

DEPARTMENT OF FINANCE AND RECORDS

Subject to the approval of the Chief Administrative Officer, the Director of Finance and Records, Virgil L. Elliott, administers the services and activities of the Department of Finance and Records and the Department of Agriculture and Sealer of Weights and Measures. The Department of Finance includes the offices of the County Clerk, Recorder, Registrar of Voters, Public Administrator-Public Guardian, Tax Collector, and the Records Center. The Department of Agriculture and Weights and Measures includes the Farmer's Market.

This Committee's report for each of these Departments does not make reference for the delegation of functions, history of the Department, or statistics, since this data can be found in the 1971-72 Annual Report of the Department of Finance and Records.

DEPARTMENT OF AGRICULTURE AND WEIGHTS AND MEASURES

Consolidation of the Sealer of Weights and Measures with the Department of Agriculture became effective on May 3, 1972 by ordinance passed by the Board of Supervisors. This consolidation under one administrative head and the physical location of both departments in one building will allow joint usage of office facilities and joins together similar functions.

The Sealer of Weights and Measures will move from the basement of City Hall to its new location at 800 Phelps Street and the Department of Agriculture will move from 1700 Jerrold Avenue to 800 Phelps Street, both in December, 1972. The consolidation of these Departments and the need for new quarters have been the major problems over the past several years. Since these have been accomplished, and there appears to be no other major problems, this Committee makes no recommendation.

THE FARMER'S MARKET: The past three Grand Jury reports and annual reports of the Department have listed the same six requests for maintenance and repair of property by the Department of Public Works. The Farmer's Market is self-supporting and returned to the General Fund \$125,987.04, which was excess net revenue over capital expenditures for the 1971-72 fiscal year.

This Committee recommends that the six items listed in the annual report be listed in priority order and that the Director of

DEPARTMENT OF AGRICULTURE: AND WEIGHTS AND MEASURES (continued)

Finance and Records, together with the Chief Administrative Officer, negotiates with the Mayor to see that top priority items can receive budget approval. These are:

1. The interior of the Administration Building needs painting to maintain the appearance of the office, conference room, supply room and restrooms. Painting will also prevent deterioration of the walls and woodwork.
2. Post holes and the use of removable posts at each end of the main drive would aid in the safe control of traffic when it is expedient to close the main drive to traffic. These posts would also safely prevent motorists from using the main drive when the Market is closed for business.
3. Repair cyclone fence: The cyclone fence which prevents people from entering the Market at other than proper entrances is damaged. The cyclone fence and the fence posts do need repair to keep the Market safe and to efficiently control the entrance and exit of people who use the Market.
4. Wooden partitions between stalls need replacement: Several wooden partitions between stalls are rotting at their base and should be replaced to improve the Market and prevent injury as their present condition is dangerous.
5. Painting of stalls: Wooden partitions between the stalls and all wooden surfaces at the stall spaces need painting.
6. Security when the Market is closed: Floodlights on lighting poles at ends of the Market would aid in keeping the Market secure at night. Uniform backing to enclose the rear of each stall would aid in preventing pilferage when the Market is closed.

COUNTY CLERK - RECORDER

A. County Clerk's Office

The County Clerk has four offices situated in widely scattered locations in order to perform the duties required of that office:

(1) City Hall

The County Clerk's office at the City Hall can only be described in blunt terms, it is a disaster area!

COUNTY CLERK - RECORDER (continued)

The most inexperienced investigator could determine why, in thirty minutes.

First, the department has been under-budgeted; Second, the department has been under-staffed, Third, the open filing system is a relic of the past,

Fourth, available space limits files to ten years. For efficiency five more years should be kept in the County Clerk's office;

Fifth, the County Clerk, Martin Mongan, is one of the most affable and willing workers in City government -- but he maintains too low a profile.

Most citizens do not come in contact with the County Clerk's office, but whenever one does, you find out how vital his function is. The wheels of civil and criminal justice in the Superior Court come to a grinding halt when and if the department fails to function . . . and it almost came to that point.

One must first start with the system itself: Pleadings in civil cases are placed on file with the County Clerk's office at the City Hall. A fee is charged for filing a complaint or petition and for filing responses in civil actions. A number is placed on the original document. It is placed in a file folder and inserted in a file drawer. File drawers are maintained on a numerical basis. Some items, such as current wills, are placed in a safe and later transferred to locked files for four to five years. All other documents are in an "open" file system.

To retrieve a document, or in fact, an entire case history of a court proceeding, all one must do is have the file number. Any person can walk into the Clerk's office and pull out the file he wants. Tables are provided for review of the file material. Signs are posted reciting that it is a felony to remove or destroy any of the Clerk's documentation. Also, there is a posted request that persons do not re-file the material they take from file drawers. However, there is little or no surveillance and a twelve-year-old bent on pilferage or destruction could be successful. Still easier is to ignore the printed admonition and return the file to some other drawer from whence it came, and it could take years to find. Material has not been found much to the chagrin of the courts, juries and attorneys.

This Grand Jury wishes to make completely clear that the problems are not the making of Martin Mongan, the County Clerk. In emergency he has served behind the counter, as a clerk in the courts and on Saturday without pay, with his wife helping him, has tried vainly to keep the department afloat.

COUNTY CLERK - RECORDER (continued)

The only criticism that can be made is that he has been too invisible, too silent in the face of the difficulties heaped upon him.

He was not given adequate budget for postage - and did not act soon enough to put in for a supplemental budget. The hiring "freeze" shorted him by seven people through retirements and resignations.

Personnel within the department have not been given an opportunity for advancement and as a result there has been a high rate of turn-over. Inexperienced and unmotivated personnel have added to the woes.

Space for the County Clerk has remained unchanged for decades, yet the paper parade continues. At least five more years of records need to be kept on hand before going to the Records Center. One will see paper boxes of records sitting on top of file cabinets awaiting removal.

Action by the Presiding Judge of the Superior Court clearly averted total malfunction by getting a special postage appropriation and in getting a personnel request before the Chief Administrative Officer. This request was for replacement of the seven persons who left the department plus the addition of sixteen new hires. The Chief Administrative Officer approved the replacements and nine new hires which were granted by action of the Mayor and the Board of Supervisors. These were: Nine hires (NEW)

(1) Senior Law Clerk
(2) Law Clerks
(4) Senior Legal Process Clerks
(2) Legal Process Clerks

Seven Replacements:

(1) Senior Law Clerk
(5) Court Room Clerks
(1) Senior Clerk Typist

In our opinion this will not be enough. These people, however, are about all the County Clerk can train at one time. Once they are efficiently in place the need for more trainees is a certainty.

Recommendations:

1. The Chief Administrative Officer direct a reorganization of the County Clerk's office, installing a modern filing and retrieval system.

COUNTY CLERK-RECORDER (continued)

2. That the department receive the necessary office equipment to accommodate a new system.

3. That personnel needs, be closely analyzed and met. There must be enough trained court clerks to serve the courts - and there must be enough people to make the receiving, collection and filing system work properly - no more, no less.

4. Follow the recommendations of the Grand Jury, "Special Audit Report" concerning cash handling that will soon be released.

5. Budget to operational need and for capital expenditures.

6. The Mayor's office and the Board of Supervisors meet at budget time to decide the actual needs of this office. If such needs are not met the responsibility for further non-function and mal-function can only rest with those who control the budget.

This leaves us with one vital problem totally unsolved: The needed space. The County Clerk is sandwiched between occupied offices -- there is no opportunity for logical expansion. Here is a vivid example of why the Grand Jury suggested removal of administrative functions from the City Hall and the need for a consolidated Administration Building. City Hall plus the scattered buildings around and afar cannot properly serve the public need.

(2) Hall of Justice

This division of the County Clerk's office serves the Criminal Division of the Superior Court. Pleadings in felony cases are placed on file with this office.

The office has gone through a difficult period. The number of Criminal Departments of the Superior Court was doubled from four to eight in January 1971. While this brought about a steady reduction in cases awaiting trial, it did increase the work of the Criminal Division of the County Clerk's office.

At this time the court calendar was transferred to Electronic Data Processing (EDP). The staff requirements numbered eight. Staff dropped to two. To make up the shortage, County Clerk personnel at the City Hall were transferred to the Hall of Justice, further shorting the City Hall functions.

Typists prepare the actual calendar by putting information into the E.D.P. system. The division has been unable to keep typists, as they grow in experience they seek transfer into other departments. The division, as a result, has been in a constant training situation. As a solution the County Clerk needs two typists

COUNTY CLERK-RECORDER (Hall of Justice) (continued)

positions up-graded to senior typists to give the incentive to remain.

Criminal exhibits were poorly organized. There has been difficulty in storage and classification, and when no longer needed these property exhibits were not promptly returned to the owner.

The file system is presently in good order.

The new hires and replacements received in October have enabled the County Clerk to provide supervision and bring the staff up to strength.

Recommendations:

None at this time, other than to say the past situation should never be repeated. Faster action on problem solving should have been done.

(3) San Francisco General Hospital

The County Clerk's office at the General Hospital is staffed by one person working in cooperation with the Hospital staff. The case load is such that one person can easily handle the required business. No recommendations are made.

(4) Juvenile Court - Youth Guidance Center

The County Clerk's office at the Juvenile Court is staffed by three persons. The work situation is satisfactory. The staff is pressed with a substantial workload, but copes. No recommendations are made.

B. Recorder's Office

The Recorder's Office, which is also headed by Mr. Mongan, has functioned satisfactorily. San Francisco is only one of four California counties still preparing a handwritten index, one for Grantor, one for Grantee. This has finally been changed over to E.D.P. and in December of 1972 there will be the first parallel run, with E.D.P. on a single index.

This office, too, has difficulty in keeping typists. At this writing there is a need for three such positions. Often when filled the problem has been to get the work properly done. The State allowed the Recorder to increase the amount of transfer fees charged. This has put the department on a basis of generating between \$20,000 to \$30,000 of revenue in excess of expenses. One 1950 vintage cash register is used and it frequently breaks down.

Recorder's Office (continued)

There have been no personnel increases for at least twelve years.

Recommendations:

1. Budget approval for a new cash register.
2. That Civil Service make a greater effort to provide satisfactory typists.

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN

Public Administrator

Approximately 40 percent of the cases investigated are administered by the Public Administrator's Office. The remaining 60 percent either have no assets or are turned over to the named executor or administrator who may have a priority to serve.

The Public Administrator's Office has been self-supporting and has produced a profit for the City and County of San Francisco out of the revenues received from services in general estates, including the free services provided in investigating decedents' deaths, where no estates are ever opened by the Public Administrator.

Efficiency of Administration

The fact that the Public Administrator receives statutory fees in general probates also imposes some obligation on him to the heirs and creditors to at least give them the same attention as would private administrators. Heirs are frequently critical of the Public Administrator's Office, especially in those cases in which they have been denied the right to probate the estate because of their non-residence. They feel that if they had been allowed to administer the estate they could do a much more efficient and speedier job than the Public Administrator. The Public Administrator's Office, however, would not bow to any other administrator whether a corporate institution such as a bank, or to a private individual, as to the efficiency and speed with which probate matters are administered.

The public is not aware of this and the constant problem of attempting to please the public means that every step must be taken that will insure a more efficient use of staff. There is every indication that the number of cases and the amount of money to be returned in estates will, during the years, continue to increase. The sooner these cases can be processed to completion, the sooner the

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN (continued)

fees are returned to the City Treasury. At present it requires approximately 16 to 18 months to process the cases on hand and it should only require a maximum of 12 months. The problem relates to staffing needs, not for additional positions, but for filling vacant clerical positions. The Public Administrator, Con S. Shea, is working with the Civil Service Commission for reclassification of the Legal Stenographer position to Senior Stenographer, since it is almost impossible to recruit from the Legal Steno list which is very limited because of benefits available in private industry. This reclassification will entail legal secretarial training by the Department, but the time spent in this training would be beneficial since the high turnover would be decreased.

Public Guardian

The Public Guardian program has been in operation for 12 years and is beneficial both to the ward and to the county. The ward is benefited by the personal attention of this office. The county is benefited by the payments for hospitalization and for back obligations of the ward. Without the Public Guardian program these incompetent people would be unable to collect welfare assistance, Social Security and other pensions or benefits to which they are entitled.

Eases Crowded Hospital Condition

Where possible, and when it appears to be in the best interest of the wards, they are moved from County facilities to private rest homes. This provides additional beds at San Francisco General Hospital for patients who are more in need of medical assistance.

Fees

The Welfare and Institutions Code provides that the Public Guardian may be awarded fees by the Judge of the Superior Court on the filing of his accounts. The fees for the last fiscal year amounted to \$109,000. These fees are in addition to other benefits, both direct and indirect, received through this program.

Present and Anticipated Future Requirements

The workload of this office is continually increasing due to four situations: (1) Burial of the indigent dead (2) investigation and burial arrangements of competent persons who die outside the City and County and who are recipients of Welfare benefits, (3) the inability to cover about 18 weeks of vacation time of employees directly involved in preliminary investigations; (4) the increased responsibility for proper management of real property under the jurisdiction of the Public Administrator-Public Guardian.

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN

Present and Anticipated Future Requirements (continued)

The other situation which affects the workload is the increasing practice by the Department of Social Service and the County Hospitals of placing competent patients in nursing and convalescent homes in other Bay Area counties. Since these persons are involuntarily removed, they are residents of San Francisco and the other counties will not assume liability for their burial.

At a joint meeting with the departments concerned, a practical working arrangement has been initiated whereby the other affected departments are supposed to supply the Public Administrator's office with detailed information as to these placements and the history and assets of the patients.

In connection with real property, the occurrence of "break-ins", the involvement with code enforcement and complaints from tenants and neighbors has and will continue to consume considerable time.

A changing factor in the operation of the Public Guardian is in the type of cases received. Originally, the program assisted people with very few assets. These people, because of their general condition, were unable to collect the various benefits due to them. The Public Guardian, when appointed, would collect all available benefits and thereby greatly reduce the cost to the City and County for care. Presently, many of the newer cases are persons with assets (including real property). The time devoted to investigation and to guardianship has increased greatly. Further evidence of the changing type of guardianship is reflected by the substantial increase in fees awarded by the Court.

Accomplishments of New Procedures and Forms

In connection with procedures, an Estate Master Control Register has been initiated, so that by reference it may be immediately determined what estates are pending, are being processed at the average time and those estates that have been opened unduly long.

A new personal property control system has been initiated so that there is a better and more complete record of personal property coming into the hands of the Public Administrator.

The investigator's report form has been completely revamped and modernized, and through the use of codes, contains all of the material information on most investigations in one page.

All forms in use in the Public Administrator's Office have been revamped in order to implement and comply with the Rules of the Superior Court which require within about two years all Court forms be on letter size rather than on legal size stationery.

PUBLIC ADMINISTRATOR - PUBLIC GUARDIAN

Accomplishments of New Procedures and Forms (continued)

Streamlined and reduced in form and content, the Semi-Annual Report, which must by law be published by the Public Administrator. This will result in a substantial savings of publication expense.

This Committee is extremely impressed with the work simplification completed by this Department and the efficient administration of this office.

Recommendation:

This Committee concurs with the 1971 Grand Jury recommendation that legislation be considered to prevent personal estate transactions between Public Administrators and Public Guardians of one county with their counterparts of another county.

RECORDS CENTER

The building at 144 Townsend Street which houses the Records Center does not have adequate space for all records which should be stored at the Center. In addition, the roof of the building leaks and storage boxes must be covered during the rainy season to protect the records.

The Real Estate Department is working with the Director of Finance and Records for possible acquisition of the vacant building at 429 Stevenson Street which is presently owned by the Lurie Company. A written offer by the Vice President of the Lurie Company to sell this property to the City for \$70,000.00 has been submitted. The Bureau of Architecture is also working on this project to determine what other expenses should be considered in order to utilize this building.

On October 12, 1972, the Real Estate Department wrote to the City Planning Department to ask that the acquisition and rehabilitation of this property be included as a high priority in the 1972-73 Capital Improvement Program. This Committee feels that the acquisition of this building would perpetuate and further the fractionalization of the functions of the City and County government. The Grand Jury has previously recommended that the City give consideration to the acquisition of the soon-to-be vacated Metropolitan Life Insurance Building located at 600 Stockton Street to house the City's administrative agencies. Before a decision is made to purchase the building at 429 Stevenson Street for use by the Records Center the question as to whether the Metropolitan Life Insurance Building should be acquired as a City Administration Building should be settled, since surplus space now owned by the City might serve the Records Center.

RECORDS CENTER (continued)

According to ordinance, the Records Center provides its storage and reference services, as well as cardboard storage boxes, without charge to the user agencies. Due to budget cutbacks, however, less than half of the requests for boxes can be furnished.

This Committee recommends that the Director of Finance and Records list as one of the top priority budget items the need for a sufficient number of storage boxes. Unless records can be transferred to the Records Center, where the cost of floor space per square foot is considerably less than at the location of other City Departments, valuable floor space will be used for storage of records.

A records disposition manual, which will list the legal retention periods for most types of records is being prepared, and when completed, copies will be supplied to all user agencies. This Committee recommends that an early target date be set for the completion of this project in order for all Departments to purge their records for transfer, thus, allowing adequate filing space for records which must be kept on hand.

Each City Department which is included in the records disposition manual should be required to report the type of records being transferred and the volume. The Director of Finance and Records should be delegated the responsibility to annually ascertain that records are being transferred in accordance with the records disposition manual.

This Committee recommends that a check be made as to the feasibility of using a commercial service for the pick-up and delivery of records from the Records Center to the requesting Departments and the return of them to the Records Center.

REGISTRAR OF VOTERS

Proposition H

Proposition H was passed by the electors at the November 7, 1972, election and provides for charter amendment which changes the filing date for candidates, deadline for presenting "pro" and "con" arguments, Registrar of Voters call of a special election, the mailing of voters pamphlets at an early date and that sponsors of candidates are no longer required to appear in person to sign certificates for the candidates.

These changes will undoubtedly improve the efficiency of this Department, substantially lower the costs of conducting an

REGISTRAR OF VOTERS
Proposition H (continued)

election, and allow voters additional time to review and analyze local and State measures to be voted upon.

Voting Machines

In the 1971-72 annual report of this Department and in meetings held with the Registrar of Voters and this Committee, he strongly recommends the need for replacement of the present voting machines. The estimated cost is 3.5 million dollars. Since there are several types of new machines which could be considered for replacement he further recommends that a study in depth be initiated to determine what voting system would best serve the interests of San Francisco and that steps be taken to purchase a new system. This Committee notes that on election day November 7, 1972, the Registrar did indeed try a "marked ballot" type of system. It was used in a specialized voter set-up and proved highly satisfactory.

This Committee concurs with the Registrar of Voters' recommendation that a study be made to determine what voting system would best serve the interest of San Francisco. However, we also recommend that the study include the desirability of purchasing an additional three to four hundred of the same type of voting machines presently used in order for two machines to be made available for each voting precinct. The cost for three hundred additional machines at \$500.00 each would total \$150,000. The study should also include the true life expectancy of the present machines.

Proofing of Pro and Con Arguments

Attention was called to this Committee on the error made in printing on pro's and con's of Proposition "K". This Committee recommends that the Registrar of Voters complete an in-depth study as to proofreading procedures after return from the printers and that a check system be established to ensure that both arguments are included prior to being sent to the printer.

Training Facilities

The training facilities for Election Officers and Inspectors are extremely inadequate. This Committee recommends:

1. Adequate space and equipment be provided for the training of election staff.

2. Election Officers be paid for attending at least one election class, provided the necessary facilities and equipment are available.

TAX COLLECTOR

The Office of Tax Collector collected a total of \$356,437,881 during fiscal year 1971-72, an increase of \$28,584,317 from the previous fiscal year.

This Committee is impressed with the accomplishments made by Thad Brown, Tax Collector, in efficiently processing the continuous demand for expanding tax collections, organizational structure, continuing studies of each division within the office and in making an analysis of the current functions of each division in order to accurately catalog what the operation is and to improve procedures where necessary. In addition, this office has taken a leadership position in the on-line access to real estate information. Other tax administrators throughout the country feel that San Francisco is making progress in many fields.

Recommendations:

1. Adequate storage space be provided for this office. Storage space presently used is in the hallways of the basement.
2. Establish a research section to perform the necessary statistical, documentary and editorial tasks.
3. Establish a position for a senior legal staff person to devote time primarily to business taxes and to give legal interpretations as to the implications of the various ordinances within the Department's jurisdiction.
4. Institute, within the existing data processing budget, a microfiling program.

Earl V. Mull

Byron J. Samuel

Peter C. Hanu, Chairman

THE MAYOR

This Grand Jury Committee began this year with a skeptical attitude toward the Mayor and the administration of the City. Like our fellow citizens, we were concerned about the high taxes, quality of education, the crime rate, the Port, Municipal Railway and all of the other problems facing San Francisco. Naturally, we, as most others, blamed the lack of solutions on the elected leader, the Mayor. We have now come to appreciate the many problems that face any administration of any city, but more specifically, we now realize the degree of restricted power this City's Mayor actually has. Most of what is accomplished is done by the prestige of the office and the personality of the Mayor. As an example: of the more than 31,000 people employed by the City, including the school and college districts, less than 17,000 people are under the direct supervision of the Mayor. The Chief Administrative Officer controls more than 6000 people; the two school systems have 8000. Still, the Mayor is blamed for every school problem. Likewise, opinions by the City Attorney and actions by the Supervisors, such as the proposed street sweeper pay increase, have been blamed on the Mayor.

The diffusion of power of City government by the Charter is appalling. Elected officials, such as the Mayor, are accorded very limited power, whereas appointive officials, such as the Controller and the Chief Administrative Officer have most of the power to spend money and pay bills. The power to reduce the number of employees or to remove incompetent persons is almost non-existent within the provisions of the City Charter.

This means that the Mayor must work with officials not answerable to him, and even if appointed by him, not removable by him, in his formation of policies for the City and in daily administration of City government. Tremendous skill and ability are required to accomplish anything under these circumstances.

The Mayor has articulated for the City a set of priorities that have served to educate City departments with a common sense of purpose; while not complete yet, this has brought meaningful achievement to many areas of municipal life. We consider the five following areas as a general measure of the Mayor's effectiveness:

1. Race Relations: this means not only the lack of riots, but employment, housing, and participation in the power of government, or, a "piece of the action."
2. Safety on the streets: although not in any way reduced to a satisfactory level, a significant reduction in the number of crimes, 11,000 less than last year, or a reduction of 19%.

THE MAYOR (continued)

3. Dignity through jobs: a large increase in the number of minority people gainfully employed, not only by the City government, but by the large corporations, as well, within the City. This action has been influenced by the Mayor, through the Human Rights Commission.
4. Property Tax: the tax rate has decreased in comparison with other cities in the Bay Area, although the upward re-evaluation of property has caused increased tax bills for many taxpayers.
5. Open Space: the Mayor has been a leader on the dedication of the City's Watershed Land in San Mateo, the new Mini Parks System with 30 parks, and the City's Urban Design Plan.

At the outset of this Grand Jury's term, it was agreed that a public service could be rendered by making a report of the total amount of federal and state grants and private gifts that were coming to the City, in order to illustrate just how dependent we were upon these outside funds. This Committee was charged with the responsibility of putting together this total figure. It was readily discovered that grants came not only to the Mayor's office, and most often through the Mayor's efforts, but grants were being administered at almost every level of City government. This Committee could not put together a complete definition of grants coming to the City. As a result, the Grand Jury caused a study to be made of this subject by a private auditing firm. It then became apparent that not only was it important to determine the total amount of grants, but also how they were being accounted for and administered within the City. This subject will be dealt with in a separate report based on the findings of the auditing firm.

We have been informed that the Mayor has just authorized the work of a team within his office(90% funded by the Federal Government) to promote liaison with federal agencies. This team will study and work on improving the identification and accounting of federal expenditures in San Francisco. In addition, under the Federal Government Interpersonal Agency, the Mayor has assigned an auditor-accountant to the Controller's office to monitor expenditures of federal and state funds.

The size of the Mayor's office has often come under public criticism. One often sees snide references to all the "minions" in the Mayor's office. The public should know that nearly all of the growth in the Mayor's office has been as a result of federal programs, specifically stipulating that the Mayor be responsible for both the administration and the expenditure of funds. The programs funded by federal money under the jurisdiction of the Mayor are as follows:

THE MAYOR (continued)

Federally Funded Programs	Employees
Criminal Justice	8
Emergency Employment Act	14
Manpower Planning	7
Model Cities	98
Community Development	6
Economic Development	<u>0</u>
Total:	133

These include personal service contracts but not consultants. In addition, there are five persons working in the Mayor's office under EEA (Emergency Employment Act) funds, and one on a flexible Funding Grant.

Comparing the permanent employees in 1967, which totaled 32, to the total today of 36, in this office, there is only a total increase of four positions. These include:

- 2 new administrative aides to the Mayor
- 1 Assistant Deputy for Social Programs
- 1 Director of Aging

This latter position actually existed in 1967, but was funded by the state and did not show up in the Mayor's office. There are also other people in the office under a special grant covering the Relocation Program. These positions are included in the grant and expire with it.

In this administration, the Executive Secretary supervises the Mayor's office so far as policy and operational matters are concerned. On a practical basis, the Executive Secretary to the Mayor has exercised powers similar to those performed by a deputy or vice-mayor of other cities.

In view of the responsibilities and confidence placed in the Executive Secretary, his present title is inadequate for dealing with federal and state agencies, as well as with the public and other government officials. The Grand Jury recommends that the Mayor appoint a Deputy Mayor to serve at his pleasure, at a salary commensurate with the responsibility of the office. This position would not be contrary to the Acting Mayor provided by the City Charter. The position should also be so created as to assure that future mayors will have flexi-

THE MAYOR (continued)

bility in organizing their office.

The Grand Jury made a special report on discretionary special service contracts. To properly implement the recommended guidelines will require joint efforts on the part of the Supervisors, Community College and School Board. If effective action is not indicated by these groups in their answers to the Grand Jury during March 1973, we urge the Mayor to take active leadership for such written guidelines.

A problem in San Francisco governmental cost most often ignored is that of the pay provisions of the Charter. As long as the people of San Francisco are willing to allow the City employees' unions to continue to control pay increases, the taxpayers, then, must accept high costs of government. We do not think there would be much objection to paying people what they are worth, or for what they produce, but there is strong objection to paying people an amount because others get it, no matter whether the employee is good or not, or can perform the job as well as those in the private sector. Under the present provisions of the law, it is impossible to remove personnel except for extreme misbehavior. Unless the pay and tenure provisions are changed, the only alternative we can see to high taxes is, either reducing services, or contracting the services to the private sector.

The cost of City government is largely for salaries of the 23,000 City employees. Listed below are starting salaries for employees with the City. The annual salaries are based on a person working 2080 hours per year and include all holiday and fringe benefits paid by the City.

Plumber	\$ 25,551
Electrician	22,020
Teamster	17,284
Policeman	13,440
Attorney	12,660
Gardener	11,172
Accountant	9,000

The first three, normally, work short weeks and receive overtime rates after their specified hours.

The large starting salary for construction craftsmen, such as electricians and plumbers, is based on the philosophy of parity with outside work. The original pay scales for the construction industry were based on the concept that most construction workers do

THE MAYOR (continued)

not work continuously and therefore the hourly rate should be higher for these people as compared with other workers. Most wages are controlled by the Charter. If people want to change current practices, they will have to change the Charter.

As a Grand Jury Committee, we find that the existing City Hall Informational facilities are not capably fulfilling the need of San Francisco's multi-cultural population today.

The Grand Jury recommends the establishment of an Office of Information under the Mayor's Office, to help the public solve its problems before government. This office should be staffed by multi-lingual specialists who are sympathetic with the problems of people. This staff should be experienced in the workings of City government. Their function should be to inform and to guide through the maze of government. This office can be used to provide training for the building guards and telephone operators so that simple inquiries can be handled expeditiously and correctly.

Grand Jury final reports are usually written after 10 months of hard work by the Committee members, directed to the Presiding Judge, then usually released to the media. These reports appear in synopsis, having experienced editing by the reporters and their editors. In March following, these reports are briefly resurrected, so that the City department heads involved can respond in writing to the Board of Supervisors, the Mayor and the Chief Administrative Officer, as required by law. This response, rarely published, oftentimes makes little reference to the details of the Grand Jury's criticisms or recommendations. The Grand Jury recommends that the Mayor, the Chief Administrative Officer and the Board of Supervisors insist that the department heads carefully analyze the Grand Jury reports and answer each of the criticisms and recommendations. (Many past responses have been perfunctory.)

We further recommend that the Mayor, the Chief Administrative Officer and the Board of Supervisors make the department responses available to the media and include the comments of the Mayor, the Chief Administrative Officer and of each member of the Board of Supervisors.

The Grand Jury has studied the final report of the Charter Revision Committee. We have sincere admiration for the efforts of that committee and deplore its demise. We believe that it was doomed to failure by opposition of Labor, the Chamber of Commerce and other organized groups opposed to the proposals made for Charter revision and opposed generally to any change, whatsoever, in the Charter.

The Grand Jury recommends that the Mayor and the President of the Board of Supervisors counsel with the various City leaders, such as the head of the Chamber of Commerce and the Labor Council, as to the best possible method of accomplishing Charter revision and

THE MAYOR (continued)

reform; to determine whether a Charter Revision Committee should be elective or appointive, or whether, possibly, to attempt to obtain the changes by a Board of Freeholders, as in 1932. There have been four major attempts since then which have failed. We believe that the last attempt failed largely because of the public's reluctance to give newly elected officials increased power; these persons as City officials being yet unknowns. With the two-term limitation on the Mayor, the groups which opposed revision in 1969 may, very conceivably now, be willing to accept it before the next mayoralty election.

At one point during the year, we found that many departments of the City were making recommendations in conflict with each other. The Parking Authority was recommending lower parking lot taxes which, in effect, encouraged people to drive cars into the City. The Police and Supervisors were considering changes in the taxi rates, which would have discouraged the use of taxis. The Municipal Railway was considering decreasing service. During all this time, there were continuing complaints regarding too many cars in the City and on the bridges. It appears that there was a lack of coordination between these groups.

We are presently pleased to learn that this Committee's suggestion to the Mayor made during the summer regarding the creation of a Council on Transportation composed of the policy-making echelons of the concerned City departments has been accepted. It will replace in concept the ineffective ISCOTT, (Inter-Departmental Staff Commission on Traffic and Transportation).

The Mayor is charged to "supervise the administration of all departments under boards and commissions appointed by him." This makes life difficult for a new Mayor, being saddled with the appointees of his predecessor. It may be as much as two years after assuming office before a Mayor has been able to make a sufficient number of majority appointments on commissions, and thereby to create the possibility of changing the direction of departments according to his philosophy and in alignment with his election directive.

The disadvantage of having all commissioners serving at the Mayor's will is recognized, as well as the untenable situation of requesting appointee resignations prior to the appointee's assumption of office. We feel that not all commissioner's terms should expire with that of the Mayor, since the power could conceivably always be within the staff, were the board new and uninformed.

The quality-choice of a Mayor's appointments to a commission, their time and interest in pursuing these positions of tremendous civic responsibility and trust are critical, and most often tantamount to the success of an administration.

In this matter, we do not have a specific answer. We do

THE MAYOR (continued)

believe that the time for consideration of change in procedure is now, while the incumbent is forbidden by law to run again, and before the probable candidates become so defined, that opposition to any change will hinge on who an individual is supporting. We present this problem for the purpose of serious consideration and discussion. It is hoped that this situation can be changed by Charter revision in the future, hopefully in 1973.

The recent creation of a twenty-five man Commission for the Aged is commendable. We question, however, the method of appointments. We do not understand how a Mayor can be accountable for the actions and administration of a commission when he is required by ordinance to include a majority of appointees selected by the Board of Supervisors. The Mayor is held responsible, yet he has not been given the power of complete appointment. This appears to be an encroachment on the office and prerogatives of the Mayor by the Supervisors.

The Grand Jury recommends that the Mayor be empowered to make all appointments to the Commission for the Aged and that the present ordinance be so amended. As always, the Mayor should listen to the advice of others, but finally he should not be bound to accept or reject a specific recommendation of a Supervisor, or of the Board of Supervisors. We further recommend that these commissioners be appointed without further delay and, that upon assuming office, they utilize the services of the present staff which consists of a director and two secretaries.

This Grand Jury Committee commends the Mayor on his appointments to the Human Rights Commission. Of all City commissions, we find this body more dependent on its individual commissioners for outside work and liaison with the public than others. This Commission has been responsible for the easing of conditions in key areas of the City. We find that other City agencies credit the Human Rights Commission and staff with having the best and most effective program benefitting the numerous cultural sectors of San Francisco. This Committee feels that the activities of the Human Rights Commission fully justify its cost to the City, which cost, according to our information, is less than one-half of .001% of the City's total budget. We urge the Mayor to continue his support of the Human Rights Commission.

We endorse the efforts of the Mayor to achieve multi-community representation in his commission and committee appointments, and we urge a continuance of this policy by the Mayor. We also urge, in this activity, that the Mayor utilize the volunteer services of more of San Francisco's qualified women.

The City owns and operates many vehicles. Some of these are assigned to commissions for the chauffering of commissioners, or to individuals working for the City. City officials use these

THE MAYOR (continued)

vehicles during their normal work-day and then store them at their homes. We find that many of these vehicles are used for commuting to other counties, and that some are being used as personal taxis for the commissioners and directors.

The Grand Jury recommends that:

The City should limit itself to two chauffeur-driven cars, one for the Mayor and the other for the Chief Administrative Officer. In other cases whenever a limousine is required, as for visiting dignitaries, one can be rented. Commissioners and department heads should be encouraged to use taxis; many employees could use our fine Municipal Railway. We can find little reason to justify chauffeur-driven automobiles for any department, except in the case of emergency vehicles, such as of the Fire and Police Departments.

We further recommend that where the City provides a vehicle for individual use, rather than a motor-pool car, that these vehicles be stored at night on City premises. Storing of vehicles outside of the City and County limits should be prohibited, except where it is to the advantage of the City; and the reasons should be so stated in writing as a matter of public record by the department head.

We recognize that this does not come under the Mayor, but we hope that the Mayor will exercise his leadership in getting these practices changed, and we hereby recommend that an adjustment be made to provide storage in existing areas such as Brooks Hall, and to create other City parking areas for nightly storage.

The members of the Grand Jury have had the opportunity to ride with the Crime Prevention Unit of the Police Department as part of its learning process of the workings of government. Vehicles stopped by the police for any reason are checked by license number with the computer to see if there are any outstanding warrants. If so, the owner of the vehicle is brought to the district station by the two officers, where he must pay the amount in cash. If he does not have the cash available, he is placed in jail until brought before the magistrate. If this person is picked up on a Friday evening, it is possible that he could be transferred to the City Prison and be fed and housed for approximately sixty hours in jail for failure to pay his parking warrants. The law is specific in that cash only must be used in payment of fines, although checks may be used in payment of bail.

We question the severity of the penalty when compared to those meted out for more serious crimes. More important, we question the cost of tying down two police officers for transporting these people to the district station, then to City Prison for booking and incarceration.

Seeking a practical solution, this Committee presented and

THE MAYOR (continued)

has been discussing this idea with various City officials since early in 1972.

The Grand Jury recommends that:

The City be set up as a "Merchant with a Zero discount" by various credit card companies. The credit card company could provide the legal guarantee required so that their card may be used as cash, the policemen, on the spot, could check the validity according to usual routine, and the credit card company would assume full responsibility for payment to the City the following day. All requirements of the law would be fulfilled, the City would be saved the cost of booking and feeding, and the policemen would remain in their assigned patrol area.

Almost every administrator in the City lists the "Line Budget" as his major obstacle to efficient administration. Most of them feel willing to be judged by their performance should they have some control over the internal allocations and priorities within their departments. At present, if the Mayor or the Board of Supervisors "blue line" an item, the money for this item cannot, totally or partially, be shifted from another source, however feasible the need.

The Chamber of Commerce has recently completed and published a detailed analysis of the City's budget system. A majority of the Supervisors have indicated a willingness to switch from "line" to "program" budgeting.

We have information that machinery is in motion to implement a program budget for the City. We support the Mayor in his effort to modernize the City's financial program.

Revenue Sharing is now a reality. This new federal-city relationship shifts San Francisco into a test of its strength for more change. The City's role in this development is due, in large part, to the leadership of Mayor Alioto. In a two-year vigil by five city mayors, Mayor Alioto represented the National League of Cities and the U. S. Conference of Mayors before Congress on at least six different occasions. It is expected that demands on the Mayor's time, in the City and out of town as well, will continue increasingly.

The City is now obliged to set forth an annual development program, declaring local priorities and expenditures within policy areas, such as transportation, criminal justice, social security and housing.

Financed by Federal Housing and Urban Development (HUD) funds, an Office of Community Development has been provided to assist in the development and management of the Revenue Sharing program, as well as others under way.

THE MAYOR (continued)

There are conjectures, not altogether unwarranted, that Revenue Sharing marks the termination of future categorical grants, and a phasing out of federal funding for on-going projects. FACE (Federally Assisted Code Enforcement) was terminated in November 1972. EEA (Emergency Employment Act) expires in 1973, and most imminent is the rumored "freeze" on Federal Housing.

It is the anticipation, and therefore the endorsement, of this Committee that the Mayor and the Board of Supervisors shall, by over-all planning for the next four years, choose a long range view toward a new form of self-determination for the City and for the individual San Franciscan. Time and expertise should be given to judicious deliberation of City priorities affecting all people: City services, their restoration, upgrading and maintenance.

This Committee finds the Mayor fully aware of the scope and threat of this new federal-city challenge. We support his judgment with commendation for his demonstrated astuteness and foresight.

ELECTRONIC DATA PROCESSING

The Electronic Data Processing Center, a division of the Controller's Office, currently services thirty-five of the City's departments and computer loading is 62%, an approximate 8% below peak loading advisable. This Committee's survey of the user departments reveals a service quality rating of "very good," and shows the cooperation of Director Henry T. Nanjo and Assistant Director T. Gerughty as "excellent." However, there are yet departments desiring service and many users who require a greater percentage and are, moreover, demanding expanded computer services, particularly in management and systems analysis, according to our information.

The present data system can service 90% of the City's need within the next five years. Presently, over one hundred terminal devices located throughout the City are connected to the Data Processing Center's computer at City Hall via telephone lines on a twenty-four hour, seven days-a-week basis.

In 1962, this division was created with the sole objective of establishing a retirement systems operation. The initial staff of twenty was loaned from the Controller's Office. Today, the Center has 282 employees and its equipment is valued at close to ten million dollars. Other data processing systems operating within the City, independent of the City's system, are those of the Public Utilities Commission, Board of Education, Port Commission and the Community College District. The systems of PUC and the Board of Education are

ELECTRONIC DATA PROCESSING (continued)

leased from the City, and staffed from the City's Data Processing Center.

This 1972 Grand Jury submitted to the Board of Supervisors its recommendations concerning the Controller's proposed ordinance to amend the San Francisco Administrative Code to create an Electronic Data Processing Priority Committee. Submitted herewith is a copy of that recommendation. This Committee wishes also to call attention to the recommendation therein, proposing that 1% of Data Processing budget be appropriated for a private review.

Inasmuch as the total 282 employees of Electronic Data Processing are on limited tenure, turnover of personnel continues to be a problem. However, announcements of examinations were made by Civil Service on November 13, 1972. Examinations are to commence before January 1, 1973, after which it is expected that this ten-year problem will diminish.

Recommendations:

1. That the Board of Supervisors authorize the necessary funds to finance a feasibility study of consolidating all existing electronic data processing systems with the Center. These are the systems of the Public Utilities, Port Authority and Board of Education. As the data processing system of the Community College District is considered sufficient only for limited teaching purposes, we do not recommend its inclusion here.

2. This Committee endorses the recommendation of Main Lafrentz & Co. (Departmental Examination-Supplemental to Audit of Records of the Controller's Office) as of June 30, 1972, concerning the questionable nature of the physical security of the Electronic Data Processing Center.

3. Priority be given by the Civil Service to examinations for programmers where the need is critically urgent.

4. Appropriate 1% of Electronic Data Processing budget for outside systems analysis.

5. Establish the Electronic Data Processing Center as a separate department under the Chief Administrative Officer.

There are 37 county systems of Electronic Data Processing in California. Most of these, at the outset, were established under a controller or an auditor. It is established that this arrangement inflicts a concentration on bookkeeping or auditing, respectively. New trends in data processing include a broad number of functions. Currently in California, seventeen counties operate Data Processing as a separate department. These include Los Angeles, San Diego and Sacramento.

ELECTRONIC DATA PROCESSING (continued)

Commendations

1. We commend the on-line traffic system now being designed and programmed in order to achieve speed-up of cash flow, replace lengthy manual functions, and to improve cash control. (See Chart: Traffic Systems Development Schedule)
2. We endorse the establishment of a liaison officer in this division as of November 1, 1972. In our opinion, this liaison officer can obviate departmental misconceptions and bridge the lack of communication we found herein earlier, particularly within the areas of applications processing, programming and controls.
3. We commend the cooperation, during this year, between Data Processing and Civil Service in accelerating examinations and reclassification of limited tenured Electronic Data Processing employees, as well as those in other departments. We commend Mr. Bernard Orsi, Director of Civil Service, for expediting this ten-year problem in the Data Processing division, and both City divisions for their cooperation with this Committee.

THE CONTROLLER

As auditor and chief accounting officer of the City and County of San Francisco, the Controller is charged with exercising responsibilities similar to those of a Controller of a business establishment. This Committee found, however, that the City Controller, unlike his counterpart in private business, did not appear to have readily available and accessible certain financial data normally expected of his office.

A request made early in this year to supply the Grand Jury with an accurate and comprehensive report on the status of all federal, state and private grants received was not readily available and when finally received was not complete. (The foregoing experience was also encountered by Main Iafrentz & Co. in a special audit they were commissioned to undertake by this Grand Jury.)

Our investigation of other City departments disclosed that the Controller's reports, as required by the City Charter, were not being prepared in accordance with the requirements, nor were they being distributed, if prepared, to the department heads concerned, according to Charter requirements.

Specifically, the Mayor, the Chief Administrative Officer and the Board of Supervisors do not receive, consistent with Charter

THE CONTROLLER (continued)

section 3.302 and 3.305:

1. An annual and complete financial report which has been audited;
2. A quarterly report before the 25th day of the month succeeding the last quarter;
3. A statement at the end of each quarter, showing cash positions of the City and County (and the unencumbered balances in each fund);
4. For each of several funds, a quarterly summary of resources available to be collectible, obligations authorized and estimated to be expendable, and surplus in such a manner as to show the estimated cash position of each fund at the end of the fiscal year;
5. Further, the Mayor, the Chief Administrative Officer, the Board of Supervisors and the department heads concerned do not receive, consistent with Charter requirements, monthly reports showing allowances, expenditures, unencumbered balances of each revenue and expenditure appropriation.

From the foregoing, this Committee's impression is that the Controller is not on top of all the financial information he should have and has difficulty obtaining and forwarding information he should have on file. We note that the 1970 Grand Jury reported similar experiences and observations.

The Controller was asked why his office did not conform to the City Charter requirements specifically as outlined above. The Controller's verbal response was finally a reluctant admission that "they [reports] were sometimes late." This Committee requested a letter from the Controller responding to the Committee findings, and setting forth existing conditions of staffing, equipment and/or office procedures which he felt affected his proper performance according to Charter requirements. The Controller's letter is herewith included.

This Committee calls the attention of the Mayor and the Board of Supervisors to the commentaries made in the report of the San Francisco Citizens Charter Revision Committee, First Annual Report, 1969, pertaining to the Controller's functions, powers and duties. Explained in the commentaries is the fact that under the existing Charter, the Controller carries on the functions of budget administration and fiscal control. "Fiscal control is intended to prevent the city from obligating itself to spend money it will not have. It is also intended to prevent city officers and employees from spending for purposes not contemplated by the budget. Finally, it is intended to prevent misuse of public funds. Budget administration, on the other

THE CONTROLLER (continued)

hand, requires policy decisions about spending for given programs." This dual role, because they are different, creates problems for the Controller.

'Two of the problems are:

1. The time spent on budget administration by the Controller detracts from the time spent on auditing. If the Controller were relieved of the duties of budget administration, he would be able to concentrate on his essential job as the guardian of the city's fiscal integrity. Such an occurrence could possibly eliminate some of the current shortcomings observed by the committee in the Controller's office.
2. The Controller is put in the awkward position of making decisions about fiscal transactions and procedures in his role as budget administrator, which he is then expected to review and criticize, in his role as auditor. In fact, no independent audit of these actions is ever made.

Recommendations

This Committee makes the following recommendations:

1. That
 - a) The Electronic Data Processing Division be removed from Controller's jurisdiction;
 - b) That Electronic Data Processing be given separate departmental status;
 - c) That Electronic Data Processing be placed under the Chief Administrative Officer.
2. The Controller should become more conversant with Electronic Data Processing and its application to the functions within his office.
3. That the Board of Supervisors instruct Analyst Harvey Rose to conduct a survey of the Controller's office to investigate the methods used, to specifically determine why the office is unable to issue timely reports in accordance with the requirements.
4. That Mr. Rose also determine whether the City would be better served by placing budget administration in a separate function outside of the Controller's jurisdiction.
5. Since the present Controller is retiring in two years and the demands upon the office have greatly changed within

THE CONTROLLER (continued)

the last decade, it is recommended that the Mayor and the Board of Supervisors form a Controller Committee to set forth an accurate job description for the office of Controller. We recommend that the present Controller sit on this committee. This procedure should be beneficial to the City when the necessity for selecting Mr. Cooper's successor is upon us.

6. The Board of Supervisors is responsible under City Charter to see that the work of Controller is done, and if work is not done properly, it should make changes. It should see that these reports are out, according to its authority under Charter section 3.300.

ART COMMISSION

At the time of its inception in 1932, the staff of the San Francisco Art Commission comprised two persons, a Director and a secretary. Its sole function was Review of Civic Design. In fiscal 1972, the functions are now increased to eight, three of which, supervision of a new art gallery, San Francisco street artists licensing, and consultant to the Redevelopment Agency, were added within the fiscal 1971-72.

Our investigation indicates:

1. An Art Commission of sixteen, including six ex-officio, all of whom serve without remuneration;
2. That the number of the Art Commission staff has remained unchanged since 1932: a Director and a secretary.

Although this office has been somewhat relieved this 1971-72 due to a temporary Emergency Employment Act (EEA) which expires in 1973, this Committee cannot explain the City government's attitude toward individual work-load increase of such magnitude.

Urban changes have increased the functions of the Commission and have likewise increased the number of committees and attendant Commission responsibilities.

A total Commission budget in fiscal 1972 of \$295,000, according to our information, has resulted through augmentation by private, special and corporate funds in order to assist the on-going Art Commission projects of the Summer Pops Concerts, Civic Chorale, the Annual Arts Festival, Neighborhood Arts Program and a new Art

ART COMMISSION (continued)

Gallery, Capricorn Asunder.

Within the year 1972, the Civic Design Committee reviewed 168 City projects, including a new General Hospital and phase one of the Yerba Buena Development. The composition of this Committee is architects and artists, professionally. Numerous on-site hours are required of these members.

The total enterprises of this Commission extend to the San Francisco population in art and music. The most penetrating project is the Neighborhood Arts Program, on a community-base level. This division is staffed with one employee, titled Director of the Neighborhood Arts Program of the San Francisco Art Commission. The secretarial and program expenditures are performed and supervised by the Commission's sole secretary.

Recommendations

1. We recommend that the Director, Martin Snipper, and the Commission take necessary measures to study the present employment status of the present Art Commission secretary, with a view to reclassification to a status more appropriate to the numerous administrative functions now performed, as assistant to the Director, including supervisorial, and representing the Director in his absence from office, or on occasion attending out-of-City meetings. We further recommend the termination of the present classification of this secretary. We recommend the creation of the position of clerk typist, junior grade, for a third position on the Art Commission staff.
2. The dearth of minority employment in this office has been discussed by this Committee with the Director and, in this instance, it has been mutually agreed that the next vacancy of permanent classification be filled with a qualified person from the minority sector.
3. This Committee recognizes the problem attending increasing demands on the Civic Design Committee and recommends a study of the availability of outside assistance. Utilization of volunteer services of architects outside City government is urged, as a consideration for the more demanding assignments.
4. In the matter of Civic Design Committee rejections, we endorse the policy of this committee; not wishing to dictate, but indicating possible alternatives which the committee finds acceptable.

We direct attention here to inadequacy within the present procedures of the Civic Design Committee, in the matter of

ART COMMISSION (continued)

there being no follow-through with on-site surveillance, after Civic Design decisions have been rendered by this committee. Policy in this regard should be articulated and measures initiated to prevent possible futility of service.

5. For the Summer Pops Concerts, we recommend caution in the temptation to increase the table seating on the main floor of the Civic Auditorium. The intent, here, has never been to make revenue; the hope is, however, to break even. We recognize the fact of rising costs of musicians but feel that the risk of congestion in these cultural and entertaining programs would break the charm and destroy the intent. We commend the quality of presentations and applaud the continuing policy of presenting talented local artists as soloists.
6. In regard to the Commission's Annual Art Festival on the Civic Plaza, we recommend attention to creating an on-the-premise source of information and communication, in order to provide directions as to locations and sections, and to indicate schedule of planned daily entertainment. This Committee commends
 - 1) the quality and scope of this 25th Annual Festival,
 - 2) the institution of an exchange with Canadian artists,
 - 3) the expanding services to an increasing Bay Area audience of approximately 54,000 attending.
7. We endorse and recommend more of the quality selection of local artists to be shown in the new Capricorn Asunder Gallery of the Art Commission.
8. We applaud the In-School Art program now developed to an extent of generous support by the San Francisco Unified School District.
9. The Mayor's Inter-Agency Committee for the Arts, we feel, is a valuable idea, as "informal rather than official." This Committee urges that, without delaying, this new committee now several months old, move into definitive guidelines and format. This Grand Jury Committee views in this alliance of art and music-related institutions, a potential of promise for San Francisco. We recommend that under this present City administration, sympathetic to the arts, the future stability of this committee should be assured.
10. It is here recommended that the Art Commission give

ART COMMISSION (continued)

consideration to a more appropriately accurate interpretation of NAP (Neighborhood Arts Program). In view of our findings this Committee recommends that without change of initials the application be "Neighborhood Arts Assistance Program" or "Neighborhood Assistance Program of the Art Commission," or similar. According to our findings, this division of the Art Commission renders to the neighborhood projects aid by counselling, some funds, techniques on communication and services through office equipment. The philosophy, we understand, is to allow these projects to derive from, and be managed by, their communities through an organizer.

We find herein a unique project, whose influence is permeating the San Francisco communities at a base level, supporting their emerging artistic vitality.

We are convinced that NAP fully justifies the budget increase from fiscal 1971-72 of \$190,000 to fiscal 1972-73 of \$265,000, some of which represents aid from private and other funds. We commend the City and local foundations, both of whom contribute to the support of NAP, and we recommend a greater manifestation of citizen support, on the related community level. This Committee feels that reference to sociological significance of an art program should not be proposed as its justification, and does only recommend that the sociological aspect of this artistic success be considered, significantly, one of its strengths.

11. NAP Director, Stephen Goldstine, has been apprised of this Committee's posture regarding regulation of flow into the office and scrutinizing of recipients, and purpose of services used. We commend his cooperation, the changes accomplished, so far, and his proposed planning for immediate and future application of earlier recommendations, here. We commend Mr. Goldstine for his balance of artistic and managerial expertise with human understanding. We further applaud his effort to penetrate and to understand the variety of ethnic directions within some seventy programs. We endorse his reaching into the established Art-Music realm to effect community participation in projects with the San Francisco Museum of Art, the Palace of the Legion of Honor, Symphony-in-the-Schools and San Francisco Public School Art-Music Programs; likewise, affinity with the penal and other institutions.
12. This Committee recommends that the essence of this success can be performed on a broad-in-depth scale through the maturing Mayor's Inter-Agency Committee for the Arts, of which the Art Commission's NAP Director is Coordinator.

ART COMMISSION (continued)

Before the establishment of the Art Commission in 1932, in existence was a San Francisco Municipal Band. This band performed at most public functions; at parades, the Mayor's public receptions, and in community centers. It also performed for patients at various hospitals, including Laguna Honda. The Municipal Band budget never exceeded the original annual appropriation of \$25,000. In 1968, as an economy measure, however, the band activity was terminated.

We are aware of the fact that recently the Art Commission initiated the idea of a San Francisco Municipal Jazz Band, and that although this idea of a municipal band performing indigenous American music generated enthusiasm, funds were denied.

America's unique contribution to the international world of music is its New Orleans jazz. European musicians import our jazz musicians in order to study the style, imitate and perform with these artists. Le Hot Club du Jazz, an American-Jazz Fan Club, originated in France in pre-World War II. It has now spread throughout Europe with a following of millions of all ages. Our jazz artists are lionized by these clubs. In America we have nothing approximating such a following. Moreover, because of this Hot Club of Jazz support throughout the European countries, America loses annually to Europe some of its finest musicians who prefer expatriation there.

No single American city supports a municipal jazz band. Most of our American symphony orchestras promote the music of European composers to the extent of an estimated eighty percent programming. Most recently, American jazz, as an experiment in new forms, has had limited performance by a few symphony orchestras in America. Jazz is not the revered classic and recognized in America as it is in Europe.

We find no record of large grants in aid to jazz orchestras, or jazz composers and jazz performers. The federal government on a few occasions has been known to export its "true American musical product" in a major jazz ensemble on a State Department Goodwill Tour of Europe.

This Committee supports the Art Commission in its desire to organize a San Francisco Municipal Jazz Band. Outside of New Orleans, the birthplace of jazz, no other city, as San Francisco, accommodates this concept so well. It is our conviction that here is an instrument for inculcating a new dimension in American pride, for engaging the interest of the young, in particular, and affecting all San Franciscans.

We are aware that the Golden Gate Park has its Concourse Band, and it is not intended here to diminish its importance. This San Francisco Municipal Jazz Band could be available for performances in other San Francisco parks, as well as Golden Gate Park by invitation. This Committee feels that its performance in the various

ART COMMISSION (continued)

neighborhoods affords employment and a new platform for expression for neighborhood youths.

Further, this Jazz Band could be presented by the Art Commission in concert, in the Civil Auditorium, on the Civic Plaza, in festivals, and would be available for other public occasions and ceremonies.

We have received information that some recent development within private funding has created the possibility of a matching fund grant for such a project as this.

13. We hereby urge that the Mayor and the Board of Supervisors reassess the City priorities in terms of humanities herein involved and that a minimum sum of \$20,000 be appropriated toward the establishment of a San Francisco Municipal Jazz Band, the first such City-supported band in America.

Neil D. Chaitin

Anastacio Q. Ver, Jr.

Mrs. Lois T. Caesar, Chairman

TRAFFIC CITATION SYSTEM: DEVELOPMENT SCHEDULE

	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR
	72	72	72	72	73	73	73	73
Code all on-line programs		9/1				1/12		
Test all on-line programs					1/12	2/15		
Code and test onetime batch programs		9/1		11/15				
Code and test all report programs		9/16					3/16	
Code and test all history programs				12/15			3/9	
Code and test all batch edit programs	9/15			12/15				
Code and test all batch chaining programs	9/1				1/15			
Test the entire system					2/17	3/1		
Run the system in parallel with the manual system							4/1	

CITY AND COUNTY OF SAN FRANCISCO

GRAND JURY

June 16, 1972

To The Honorable Board of Supervisors:

The 1972 Grand Jury respectfully puts forward the following recommendations concerning the Controller's proposed ordinance to amend the San Francisco Administrative Code to create an Electronic Data Processing Priority Committee. This proposed committee, composed of the Mayor's Deputy for Development, the Assessor, the Chief Administrative Officer or his designee, the Controller, the Manager of Utilities and with voice, but without vote, the City's Director of Systems and Data Processing, would be created to "determine and recommend to the Mayor and Board of Supervisors a program for present and future utilization of electronic data processing techniques." This Committee would "prepare and recommend a five-year utilization plan together with a cost-benefit analysis and a financing plan to be submitted by March 15th of each year." In addition, this Committee would approve major changes in equipment, supervisory personnel and operating programs. It would also approve all new programs.

The Grand Jury agrees that a five-year utilization plan and a cost-benefit analysis should be made but questions whether the responsibility for this should be transferred from the Controller to the Committee proposed.

With all respect for the able persons to be named to this Committee, there is no one who can be considered an expert in the field except the ex-officio member without vote. For all intents and purposes it would be an in-house committee endorsing or rejecting the recommendations of the Electronic Data Processing (E.D.P.) Department. The Grand Jury recommends that the ordinance as proposed be rejected.

The overview of the E.D.P. as it relates to all City activities is that added data processing service is desired by many departments. The budget for E.D.P. has grown from \$2,761,198 for the fiscal year 1967-68 to a request for approximately \$9,158,000 for the fiscal year 1972-73. This is the figure reported by the E.D.P. Department, composed of composite departmental requests of \$6,896,000 plus \$2,262,000 for E.D.P. proper. The approved budget for the fiscal year 1972-73 is for \$5,772,849 for City Departments and \$920,761 for the E.D.P. Department proper, totaling \$6,693,610.

According to figures supplied by E.D.P., that Department was staffed by 135 employees during the fiscal year 1967-68. In the proposed Budget for the fiscal year 1972-73 E.D.P. requested a total of 322 employees, which figure includes 10 employees assigned to E.D.P. from other City departments.

It is understood that the Controller and the E.D.P. Department are presently only capable (because of staff and time demands) of evaluating departmental originated requests and are not engaged in overview analysis.

It is recommended that a qualified outside expert, one not engaged in the sale of hardware, be engaged to audit the present system, working with the Controller and also reporting to the Board of Supervisors.

When an annual E.D.P. budget increases by nearly four million dollars within five years (and the actual request from E.D.P. and City departments was for \$9,158,000) it is clearly evident that cost-effectiveness and planned development audits are a necessity. A reliable, competent, in-depth audit cannot be considered isolated from budget appropriations. If it is so isolated it becomes an "added expense" and can be delayed indefinitely. When E.D.P. operations approach the present magnitude, the suggested allocation of 1% of the approved budget for an outside guidance audit is logical indeed.

It is understood from the Controller that before "major changes in equipment configuration" would be made outside expertise would be sought. We submit that by then it might be too late. If E.D.P. continues to grow as it has, one day, sooner or later, major configuration changes could become a necessity. The Grand Jury believes the time to bring in expertise is now.

Respectfully submitted,

WILLIAM E. GOETZE
Foreman

CITY AND COUNTY OF SAN FRANCISCO

OFFICE OF
CONTROLLER

October 4, 1972

Mrs. Lois T. Caesar
150 Topeka Avenue
San Francisco, California 94124

Dear Mrs. Caesar:

You have indicated to me that several departments you have visited in your capacity as a member of the 1972 Grand Jury registered complaints against this office concerning response to their inquiries of appropriation account balances. Such complaints have not been made to me, nor have they been made to staff.

Our office equipment generally conforms to modern standards. A notable exception is a Burroughs Moon Hopkins, acquired about 1935, which is used to prepare our warrant register. We plan to prepare the warrant register on existing data processing equipment, but before doing so two problems must be solved, viz., paper warrants v. punched card warrants and using character recognition type v. magnetic ink type. These problems concern the banks as well as ourselves.

We are authorized five Chief Accountants who rank immediately below the Assistant Controller. Only one holds a permanent appointment; one is permanent limited tenure (entitled to seniority increments); two are temporary limited tenure (not entitled to seniority increments) and one position is not filled. This situation is not conducive to successful administration. More importantly, it contributes to a deterioration of morale among the staffs supervised by the Chief Accountants in that the staffs are cognizant of the fact that their superior may be replaced at any time. The Civil Service Commission has recently conducted the written portion of its examination for Chief Accountant. It is hoped that soon a list of eligibles will be published and our Chief Accountant positions then filled with permanent appointments.

Yours very truly,

NATHAN B. COOPER

CONTROLLER

REPORT

RECOMMENDING CONTINUOUS AUDITING PROJECTS TO SUCCESSION GRAND JURY

Early in its term the 1972 Grand Jury desired special audits of the cash transactions between the public and City departments to make certain all funds properly flowed to the Treasurer. A special Committee of the Grand Jury was formed to pursue this matter.

Working in cooperation with the Controller and Main LaFrentz and Company, auditors of the records of the Controller's Office, the Grand Jury was able to obtain much of the information it wanted under a supplemental contract already in existence. This cash transaction analysis for the Grand Jury was done at no additional expense to the City and County.

The Departments selected for review were: County Clerk, Electricity, Fire, Municipal Court, Board of Permit Appeals, Public Health, Public Works, Recreation and Park and Social Services.

Findings were as follows:

1. The present system within the Clerk's office of the Municipal Court for processing traffic citations did not provide adequate internal control. Traffic citation collections are not processed and deposited intact by the day following receipt, nor is a control over the number of amount of unpaid citations maintained.

It is possible to determine the status or disposition of any specific parking citation but the present procedures do not provide effective accounting control over all parking citations; if any citations are lost or misplaced, they would not necessarily be missed by the department. The present system is so inadequate as to make extended audit procedures impractical.

The Grand Jury reluctantly conceded that an extended audit would be too costly, but more particularly because the Clerk's Office, recognizing long standing control deficiencies, is in the process of preparing an electronic data processing program for traffic citations. The Grand Jury reviewed the planned program.

The detailed recommendations received in the limited audit are a valid guide for programmers of the electronic system.

2. The Public Health Department audit also revealed a great need for improvement in systems at the San Francisco General Hospital. In the restrained language of professional auditors it is said that the billing and cost systems in existence prior to June 30, 1972 were inadequate. Translated into action this also means that the

RECOMMENDING CONTINUOUS AUDITING PROJECTS TO SUCCESSOR GRAND JURY
(continued)

system was so inadequate as to render impractical a detailed audit. Here too, an electronic system has been installed and the detailed observations made in the audit report are valid to the new system.

The 1972 Grand Jury recommends that its successor request in the 1972-73 audit contract inclusion of a provision to review the new systems for controlling traffic citations and San Francisco General Hospital billing and collection procedure, accompanied by appropriate tests of transactions.

We also suggest that the 1973 Grand Jury follow all of the outside auditors recommendations to determine whether they should be implemented.

In the opinion of the Grand Jury many other departments audited do not have fully adequate controls for cash handling. These were the County Clerk (disbursements from the Special Fund), Board of Permit Appeals, Recreation and Park (Yacht Harbor) and Department of Social Services. In many instances there is noncompliance with Section 82 of the Charter. The supplemental audit report is 46 pages in length and therefore too detailed to report here. The department examinations are on file with the County Clerk. This is recommended reading for those interested in the City's fiscal affairs.

Members of Special Audit Committee

Andrew C. Glover

Anastacio Q. Ver, Jr.

Selmar J. Monro

William F. Goetze, Foreman

REPORT ON EXAMINATION OF GRANT PROCEDURES AND CONTROLS,
CALLING FOR AMENDMENT TO ADMINISTRATIVE CODE ESTABLISHING IMPROVED
PROCEDURES AND CREATION OF FISCAL ADMINISTRATION FOR GRANTS

The 1972 Grand Jury intended to compile a complete list of Federal and State Grants coming to the City and County of San Francisco. We felt that the citizens should know the scope of grant activity and the extent to which our community is dependent upon such funds.

We soon found that there was no way to compile a complete list of grants, that no single office maintains complete and up-to-date grant records.

Each City department receiving a grant maintains financial and accounting records within the department. The Controller's Office makes disbursements and may send out re-imbursement claims, or these may be processed by the department. While technically the Controller's Office should have all grant status information, it often does not receive such information on a timely basis.

No separate accounting system is provided for grants alone, hence, extracting total grant status information from the Controller's office must be done manually, with great consumption of time and with no assurance the information is complete and/or timely.

While conducting a cash handling analysis of selected departments for the Grand Jury the outside auditing firm of Main Lafrentz and Company observed a lack of documentation and internal control in some of the examined departments accountable for various Federal and State Grants.

Clearly a more detailed examination was called for. The Grand Jury requested authorization from the Presiding Judge of the Superior Court, Honorable Byron Arnold, to enable an expanded examination by Main Lafrentz and Company. On November 6, 1972 the Presiding Judge issued an order approving our request pursuant to Section 926 of the Penal Code.

The Main Lafrentz findings, recently completed, reveal the need for improvement. There were differences in the amount of grant awards and in grant receipts between the Controller's records and departmental records. Confirmation replies from granting agencies showed discrepancy between the two. Departmental accounting records were considered inadequate in the Civil Service Commission, Recreation and Park Department, Mayor's Office and Department of Social Services.

REPORT ON EXAMINATION OF GRANT PROCEDURES AND CONTROLS (continued)

Reimbursement claims were not being timely filed and follow up for collection varied in degree. In three departments completed grant projects continued to be shown on the departmental and Controller's books. Some departments show grants, as does the Controller, for departmental work orders, not properly includable as "grants". While present accounting and reporting procedures are considered adequate for fiscal control and accountability they are not such as to lend themselves to efficient follow-up of reimbursements for expenditures, timely status reports, or presentation of receipts and expenditures.

Those interested in the specific findings will find them in the audit report on file with the County Clerk.

At the present time there is no central clearing for grant applications. Each department is on its own, so to speak. Often times a grant will not provide use of grant funds for administration expenses, creating serious City budgetary considerations.

RECOMMENDATIONS:

1. We ask that the Mayor submit to the Board of Supervisors the attached proposed amendment to the Administrative Code. This amendment would require every City officer, employee, board or commission to submit proposed grant applications to the Mayor for his review and recommendation. It further provides that all City departments, boards or commissions must notify the Controller when a grant is received. The Controller is charged with keeping accounts and recording the status of each grant throughout its lifetime.

2. The Controller is requested to immediately initiate a request for supplemental funds to establish the position of Fiscal Administrator for Grants within his department, and further, to request a staff composed of a head accountant and two accountants to assist the Fiscal Administrator for Grants.

The Fiscal Administrator for Grants should be knowledgeable in Federal government accounting methods, and should understand "grantsmanship". He must be able to skillfully follow all facets of a grant to proper conclusion. This is not a common ability. While the Fiscal Administrator must have a basic accounting background the more important added qualification is to have the specialized knowledge of State and Federal grant procedures, to render advice and assistance in the filing of grants, to monitor the progress of grant activity and to assist the Controller in seeing that departments, which are grant recipients, maintain specified accounting as provided in Section 3.301 of the City Charter.

The Civil Service Commission must either find an existing classification or form a new one. It can be anticipated that the latter will be the case. It would then be required that the Board of Supervisors amend the salary ordinance and appropriate the necessary funds.

REPORT ON EXAMINATION OF GRANT PROCEDURES AND CONTROLS (continued)

3. It is believed that the benefits to the City will far outweigh the costs, and in view of the millions of dollars involved is mandatory for proper administration.

For and on behalf of the 1972 Grand Jury.

William E. Goetze
Foreman

ATTACHMENT I

Proposed Ordinance:

AMENDING ARTICLE XVI, SAN FRANCISCO ADMINISTRATIVE CODE, BY AMENDING SECTION 10.170 THEREOF, AND BY ADDING SECTION 10.170-1 THERETO, RELATING TO THE FILING OF AN APPLICATION FOR OR RECEIPT OF A GRANT, AND THE KEEPING OF ACCOUNTS IN CONNECTION THEREWITH.

Be it ordained by the People of the City and County of San Francisco:

Section 1. Article XVI, San Francisco Administrative Code, is hereby amended by amending Section 10.170 thereof, to read as follows:

Sec. 10.170. Limitations Upon Application For or Receipt of Grant. No application for a federal, state or other grant involving any project or program shall be filed or authorized by any officer, employee, board or commission unless first recommended by the Mayor and approved by the Board of Supervisors, nor shall any money or any service be paid, pledged or rendered in connection with any such grant without the prior recommendation of the Mayor and the prior approval of the Board of Supervisors. Every officer, employee, board or commission shall transmit any such application to the Mayor for his review and recommendation. If the Mayor recommends such application he shall transmit the same to the Board of Supervisors for its review and approval. Nothing contained herein shall be construed to limit the action of officers, boards, or commissions or their authorized representatives in the preliminary development and preparation of the application and related documents.

Section 2. Article XVI, San Francisco Administrative Code, is hereby amended by adding Section 10.170-1 thereto, reading as follows:

Sec. 10.170-1. Accounting For Grants Duties of Controller, Officers, Boards or Commissions. Upon receipt of a federal, state or other grant, the officer, employer, board or commission authorized to file application therefor pursuant to the provisions of Section 10.170 hereof, shall forthwith notify the Controller of such receipt. The Controller shall keep accounts of all such grants adequate to record the status of any such grant during the life thereof. All officers, boards and commissions shall keep such records and render to the Controller such reports as the Controller may require to comply with the provisions of this Section.

SHERIFF'S DEPARTMENT

The Grand Jury became aware during its preliminary investigations that we were to be dealing with an extremely controversial individual in Sheriff Richard D. Hongisto. His election was hailed by his followers as a triumph for liberalism and the hopes of those somewhat "offbeat" political groups who effectively guided his campaign strategy ran high. His detractors, and there were many, envisioned dire consequences in the administration of the office.

Neither the great expectations nor the worst predictions have come to pass during the first year in office of the Sheriff. We have been extremely dismayed at times during our study of the office, at the constant and sustained publicity sought by the Sheriff. We acknowledge that some of the exposure in the media has been motivated by a sincere desire to bring the almost untenable County Jail situation to the attention of the citizenry.

Sheriff Hongisto upon taking over the department surrounded himself with a staff of young, inexperienced people, none of whom had the least conception of the many-faceted responsibilities required in the administration of such an important office. The transition period was, to say the least, unproductive and the first quarter of the year was spent in appeals for help by the Sheriff to improve the squalor and unbelievably bad situation he had inherited.

The first great strides were aided by a budgetary adjustment which allowed a larger per diem for inmates' food. The Sheriff was then able to improve the quantity if not the quality. Hygenic conditions at the jails were beginning to improve and we who were studying the situation found that many of our recommendations were being followed.

The filthy and unhealthy conditions which existed at County Jail #2 (San Bruno) were set forth in our interim report. We found unrefrigerated dairy products, accumulation of grease on cooking utensils, dry stores left open to rodent infestation, mouldering produce, antiquated kitchen paraphernalia, and unkempt trustys in soiled clothing who smoked and combed their hair while preparing meals. Subsequent investigations, through surprise 6:00 a.m., visits by members of the Grand Jury, revealed that by mid-year most of these glaring shortcomings had been eliminated.

Security at County Jail #2 still is of great concern. The main points of danger seem to be the Front Office where all the arms are stored. It is the main repository and it is insufficiently staffed. The delivery ports in the basement also are potential trouble spots.

SHERIFF'S DEPARTMENT (continued)

Lack of proper communications is a prime factor in our concern over security. The antiquated system in use at San Bruno would be of no use if a major disturbance were to take place. We herein strongly urge an immediate updating of equipment including the installation of closed circuit television at all of the County Jail facilities. In addition thereto, each Deputy on duty should be provided with a "Walkie Talkie" to enable him to communicate with a central security center.

The entire plumbing system at San Bruno must be revamped. Showers in each cell block are a must. The fact that no major hepatitis epidemic has broken out is sheer good fortune.

The promised Dental Clinic has been stifled by lack of \$15,000 needed to compensate the City Engineers for making room for equipment. The Grand Jury wonders why a system of inter-office credits among City and County departments could not be devised so that this important unit could be installed.

The Grand Jury also suggests that a Central Mess Hall be instituted and all inmates fed as they are in the large State Institutions.

County Jail #1 has been the focal study point of several recent reports on our County Jail system and the Sheriff's operation thereof.

The most complete and definitive reports studied by the Grand Jurors were the August, 1972, State Board of Corrections Report, The San Francisco Bar Association's Committee on Penal Reform Report, recently released, and the factual report of The Health Department made on October 24th of this year. All of the aforementioned discovered many of the same shortcomings as did our Committee but they did little to suggest remedial action.

The Grand Jury is being realistic when we state that no new jail facilities are in the offing, therefore all efforts should be expended in modernizing the existing plants and at least bringing them up to minimal standards. Pressure should be brought to bear by the citizens of our community apprising the Mayor, Budget Analysts and the Board of Supervisors of the extreme urgency in bettering our jails before serious troubles, now smouldering, occur.

We feel that steps also should be taken to relieve the overcrowding at County Jail #1 and a simple and expedient measure would be to refuse to accept Federal Prisoners awaiting trial in the Federal Courts, or in the alternative, to request the Federal government to adequately reimburse the City for housing these prisoners.

SHERIFF'S DEPARTMENT (continued)

Booking procedures and processing of prisoners at the Hall of Justice must be changed. Holding cells are foul areas, dimly lighted and filthy. Misdemeanants are placed in the cells with dangerous felons while awaiting processing. The de-humanizing, though necessary, body search is often lax due to the shortage of Deputy Sheriff personnel on duty.

The Grand Jury suggested stricter controls and surveyanse be maintained over the dispensing of medicines at County Jail #1. The prisoners were hoarding pills, bartering prescriptions and wasting supplies. We are pleased to find that this situation no longer exists.

The lack of recreational facilities at all four Jails is regrettable. Sheriff Hongisto has vastly improved the libraries and there are more television sets now operable. The opportunities for physical endeavors, however, are almost nil. The Grand Jury has suggested to the staffs at these institutions that a period of voluntary calisthenics might be well accepted by the inmates.

We will not dwell in this report on all of the myriad of shortcomings at our County Jail facilities. They have been covered in depth by newspapers, television, radio and the aforementioned "white papers". It is sufficient to note that the Sheriff has a complex and difficult job. It has been suggested that the City Prison be turned over to his administration and to this the Grand Jury firmly and irrevocably supports its previous stand that this entity remain under the control of the Police Department.

Persons accused of misdemeanors as well as felonies are booked into the City Prison when apprehended by the Police Department. Those who are charged with misdemeanors remain in the custody of the Police in the City Prison until they are released pending trial or until they are tried. If they are convicted, they are transferred to the custody of the Sheriff to serve their sentence at the County Jail, if a jail sentence is imposed. Those charged with felonies and who are not released pending trial are held in custody by the Police until they are held to answer in the Superior Court or they are indicted, at which time they are transferred to the custody of the Sheriff, pending trial. Thus the City Prison serves a different function than the County Jail. The members of the Grand Jury feel that if the City Prison was consolidated with the County Jail under the Sheriff's administration it would be inevitable that in order to utilize the respective floors now occupied in the Hall of Justice by these facilities there would be a mixture of those accused of misdemeanors with those charged with felonies which would produce undesirable results.

In addition, it is necessary that the Police, in order to properly investigate the cases of those being held must have the

SHERIFF'S DEPARTMENT (continued)

right to interrogate and observe prisoners. This can now easily be done since, at least initially, prisoners are in Police custody. If they were in the custody of the Sheriff, the Police would have to obtain permission from the Sheriff to interrogate prisoners, thus causing delays and possibly hampering police investigations.

It is also our observation that the City Prison is in better shape than the County Jail. There has been less trouble at the City Prison than at the County Jail. There have been, for example, no food riots at the City Prison, even though the food served in the Prison is prepared in County Jail #1 and sent downstairs to the Prison. The Police appear to be more competent in this area than does the Sheriff's Department. It must be remembered, however, that the turnover of prisoners in the City Prison is much greater than in the County Jail and that those held at the County Jail at the Hall of Justice are charged with felonies. The potential for trouble from the inmates is thus correspondingly higher in the County Jail.

Although the Chief of Police has stated that he has no objection to turning control of the City Prison over to the Sheriff, he indicated that the sixty-six police officers now assigned to the City Prison would have to be available for Police duty. He also indicated that arrangements would have to be made to allow police interrogation of prisoners. If the sixty-six police officers are to be used for police duty, it would be necessary to increase the staff of the Sheriff's Department to provide a similar number of deputies to enable the Sheriff to assume control of the City Prison. It is doubtful that such an arrangement would be approved by the Mayor and the Board of Supervisors with the finances of the City already overburdened.

It is the opinion of the Grand Jury if control of the City Prison were assumed by the Sheriff that two problems would be created where there is now only one. We do not feel that the responsibilities of the Sheriff's Department should be expanded when the present needs of the Sheriff and the County Jails are so great.

In summary, our findings over the year concerning the Four Jails under the Sheriff's Administration are as follows:

When, and if, the proper fiscal means become available major improvements will be forthcoming. Sheriff Hongisto and his staff are maturing and we see a propensity for hard work and endeavor. The actual governing of the two large Mens' facilities (#1 and #2) is in the capable hands of a pair of new Chief Deputies. These young men have already shown remarkable leadership ability. They are products of our fine Deputy Sheriffs' staff and with them at the helm the two jails should be more harmoniously run.

SHERIFF'S DEPARTMENT (continued)

As for the distaff side, the Grand Jury has nothing but admiration for the gallant ladies who administer the two Womens' Jails (#3 and #4). They are dedicated and conscientious workers who do a dangerous and unrewarding job with a minimum of frills and a great deal of hard work. They are the prime reason why so little fault has been found with the Womens' sections of the County Jail system.

Administration

A moving force in the progress made by the Sheriff's Department is the talented and capable Undersheriff, Rueben Greenberg. His steady influence tempers the Sheriff in many instances. He is universally respected by the Deputy Sheriffs and other staff members. The Undersheriff is an innovator and has added several improvements to facilities over the past year.

The cohesive potential of the office staff in the City Hall is now being realized and the raw and untrained youths spoken of in the opening of this report now seem to have an excellent potential according to our last investigations.

At the beginning of the Sheriff's Administration there were several dissident factions among the Deputy Sheriffs and Bailiffs. To his credit we now find that most of the problems concerning these groups have been resolved. Perhaps the most significant reason for this is the excellent training programs the Deputies are now availing themselves of.

A major achievement of the Sheriff this past year was the inception of an overall and rigorous training program made available by the Peace Officers Standards and Training (P.O.S.T.) to all Deputy Sheriff personnel. More than 85% of the deputies had availed themselves of the opportunity in various degrees by year's end. The only factor preventing the Department from reaching a 100% figure was the shortage of covering personnel while members attended the courses. We now have a staff of well-versed deputies. We thank San Mateo County Sheriff Earl Whitmore and his staff for providing so much of their time and facilities for the basic training programs. P.O.S.T. must also be recognized for the funding.

Recommendations:

The Grand Jury in a year's diligent study of the Sheriff's Department of the City and County of San Francisco has but one major suggestion. Every investigation into the operation of the department leads full circle to the conclusion that adequate and sustained administration of the County Jail System is not available. We therefore propose that by a simple and expedient change in the Charter the Sheriff should become an appointive office rather than elected.

SHERIFF'S DEPARTMENT (continued)

The principles for our recommendation are definitive and clear.

We have a Chief of Police whose basic administrative problems are wider in scope though similar to that of the Sheriff.

We have the Fire Chief who summarily follows personnel guidelines as does the Sheriff.

Both of these Offices are APPOINTIVE.

The Sheriff of San Francisco is unique inasmuch as he is not a law enforcement officer. Other counties in our State have a Sheriff's Department that actively enforces the criminal law.

The advantages to having an appointed Sheriff are obvious and in the explanation that follows, no intent is made to impugn either the ability or the integrity of the present Sheriff, for in truth he might well be the prime candidate for the post were this transition to take place.

The Grand Jury's basic idea in suggesting this departure is to acquire the best trained penologist available for the position of Sheriff. A man skilled in Penal Administration, Psychology and the attendant problems concerning prison government would be eminently qualified to head our County Jail system. A continuity of administration would enhance the possibility of overcoming problems which accrue from one Sheriff's regime to the next. Studying complaints back through four previous Sheriff's administrations we found a preponderance of the same shortcomings, needs and requirements in each term of office. High resolve on the part of new Sheriffs, duly elected as they were, never seemed to eliminate the on-going problems.

We also feel that taking politics out of the office would eliminate the need to pacify pressure groups that were instrumental in electing the Sheriff and also the terrific cost of campaigning by the individual would be saved.

It is more than obvious that if a highly qualified penologist were the appointed Sheriff and had no fear of losing his position in an election, dramatic and sustained programs could be instituted. The budget could be standardized for long-term improvements and there would be a continuity of staff personnel.

The questions of who would appoint the Sheriff and should there be a Commission, as there is with the Fire and Police Departments, was a subject of debate. Upon learning that this change was feasible and within the realm of possibility, we requested advice from the City Attorney as to procedure. The City Charter could, as previously stated, be amended and then regular civil processing could be instituted.

SHERIFF'S DEPARTMENT (continued)

Our consensus of opinion at this time is that the Chief Administrative Officer should appoint the Sheriff from among the many former wardens, members of the Adult Authority, State Board of Corrections Officers and other penal experts.

A Sheriff's Commission is too complex a problem to be settled in this report and we urge the incoming Grand Jury to study this point.

In conclusion, we wish the Sheriff and his staff well. We are fully cognizant of his problems and we recognize the effort he has expended toward bettering the lot of his charges. It is hoped that the future will produce even greater activity and far less sound and fury.

The 1972 Grand Jury salutes the excellent staff of Court Bailiffs who man judicial halls and we hope that future budgets will allow better compensation for all grades of Deputies and Bailiffs, for theirs is a difficult and oft-times dangerous profession and the rate of pay is not commensurate with the risks involved.

Byron J. Samuel

Bertram Shaughnessy

Camille Leong, Chairman

PUBLIC UTILITIES COMMISSION

San Francisco Municipal Railway

One of the greatest problems to the City and County of San Francisco each year is the Municipal Railway, not only in terms of a dollar deficit but in declining passenger usage, vandalism, outdated equipment, an electrical system that dates back to 1901, streetcars that range in age from 20 to 26 years and the electric trolley coaches that range up to 23 years of age.

In the face of all these handicaps the Muni carries about 500,000 persons daily. Considering free transfer privilege, the Muni has one of the lowest overall fares in the nation. Those with a comparable or lower base fare operate under a zone system with fares increasing on a graduated scale. The Muni's school and senior citizen fares are the nation's lowest. The Muni's passenger volume is second only to the New York Transit System. Our Muni is first in the nation in revenue passengers per employee, it is first in vehicle hours per inhabitant, which actually means San Francisco has more service available to residents than is provided by any other city. It is first in revenue passengers per mile.

In addition to the daily responsibilities of providing these services, Railway management is involved in three major improvement programs to modernize and improve a system that has been seriously neglected over much of the last 20 years. These modernizations are:

1. New Equipment Program	\$51 million
2. New Improvement Program	\$44 million
3. Power Improvement Program	\$30 million

Automobile congestion throughout the City and County of San Francisco is becoming unbearable. There seems to be no solution except through greater use of the Municipal Railway System.

The City imposed an automobile parking tax raising automobile parking fees substantially. This was done with the hope of reducing automobile traffic and all it succeeded in doing was to increase the cost of parking a car within the city. During this period there was no appreciable increase in Municipal Railway patronage. The tax was subsequently reduced although citizens are hard-pressed to recognize the reduction in their parking fees.

It is obvious that to curb the trend in downward Muni usage the System must be upgraded with greater service, more comfortable vehicles, more courteous personnel and particularly less crowded conditions during the peak hours. As long as people find the automobile

PUBLIC UTILITIES COMMISSION

San Francisco Municipal Railway (continued)

to be of greater comfort and convenience, operated at costs they can afford, the automobile will take preference over the Muni.

San Francisco is an extremely compact city and offers an opportunity for municipal transportation that is almost unique among major cities. No doubt this accounts for the present level of usage of the Municipal Railway.

Providing improved service in the Municipal Railway becomes a very knotty problem. There are great needs within the existing system. We shall deal with those at the end of this report.

Without change in present operation and without any increase in passengers, the Municipal Railway will develop for the City and County of San Francisco a deficit of \$22 million. The projections for the next 5 years show a continued larger deficit, even though some improvement is anticipated in the projection through the use of federal funding.

If we have a continual deficit, and at the same time we must expand facilities to attract greater usage, it can be quickly seen that a tremendous investment must be made.

Our recommendation for a partial solution can be made in more or less standard operating procedure for sick businesses -- raise the prices, try to reduce the competition and lower costs. Were we to take this approach, it is inescapable that an increase in fares be recommended along with revision in the recently established low fares for school children, those over 65, and the free riders. This should be accompanied by an increase in parking meter fares and even garage rates to discourage use of the automobile. We cannot see ways of lowering costs under the present system.

The Municipal Railway System is saddled with City Charter restrictions and Civil Service strictures that are unlikely to change. We can see nothing but rising costs and rising deficits.

The Grand Jury puts forth a unique concept in handling the transit problem. We believe that the idea should be in public discussion and receive careful analysis from those people who have the means of proper assessment.

The idea simply is this: assess a transportation service charge on every wage earner in San Francisco on a sliding scale of earnings. This we call a "prepaid transportation charge." The wage earner would have the option of using the Municipal Railway or not, but 66% of the operational bill would be footed with a 1% charge on salaries and wages.

PUBLIC UTILITIES COMMISSION
San Francisco Municipal Railway (continued)

This concept is not without precedent. All property owners pay a tax to support the public schools whether or not they actually have children in the schools. This would mean that all wage earning citizens would pay for the service that has become as essential to the well-being of this City just as other City utilities such as the sewer system and the water system. In our opinion, the Municipal Railway has to be considered a necessary public utility.

The Director of Finance and Records, Virgil Elliot, computed a figure for the Grand Jury based upon a service charge of 1% of the wages and salaries earned in the City and County of San Francisco. It is estimated that this would yield \$45 million.

Present parking meter rates will produce an estimated \$1.5 million for this fiscal year. A minimum 25¢ per hour rate would double this amount. We suggest for consideration such an increase in parking meter rates, with the added revenue of \$1.5 million committed directly to the Municipal Railway. These two items would give us \$46.5 million per annum.

Fares would not be eliminated. All non-wage earners would pay a fare, which we recommend increasing. It has not been possible to make an estimate of this revenue, which would be substantial.

In this "prepaid transportation" concept we would exempt the cable cars, but we suggest an increase in the fare, perhaps to 50¢ per ride. Cable cars are not sufficiently numerous nor do they cover a sufficient number of streets to comfortably provide transportation for the citizenry when so many tourists regard it as a "must do" activity. We believe that with expansion of Muni service, there should be parallel coach or trolley routes to the cable cars for the benefit of the citizens, who can use the wonderful and appealing cable cars for occasional convenience. Certainly, at 50¢ per ride it would cost less than a taxi ride. We do not have an estimate of how much more revenue such a fare increase would yield.

This concept should be considered against the backdrop of a five year fiscal projection based on an average capital outlay per year of approximately \$8 million. The total estimated operating costs for the five year period would be \$300,484,000 and capital expenditures of \$39,708,570 for a total of \$340,192,570.

Revenues over this same 5 year period are estimated to be \$200,185,000 which includes approximately \$10 million per year from revenue sharing and \$5 million per year from gasoline tax money. This would leave a five year deficit of \$140,007,570, giving us an average deficit of \$28 million per year.

The present cost of operating the Municipal Railway is approximately \$60 million per year. Our plan shows how \$46.5 million can be

PUBLIC UTILITIES COMMISSION
San Francisco Municipal Railway (continued)

raised plus an undetermined amount from several other sources. In contemplating, however, that citizens would pay a prepaid transportation service charge, there would undoubtedly be an increase in Muni usage.

Here is an interesting thought. The Municipal Railway complains of declining patronage, but if patronage were to increase, costs would increase also and the present deficit would increase.

We felt that with a transportation service charge there was a possibility that equipment requirements and usage would increase by approximately one-third. If this were the case, the department estimates the following capital expense items would be required:

35 (used) streetcars - \$20,000 each refurbished	\$ 700,000
170 new motor coaches - \$40,000 each	6,800,000
25 trolley coaches - \$50,000 each	1,250,000
5 cable cars - \$75,000 each	<u>375,000</u>
For equipment	\$9,125,000

It would be necessary to provide a storage yard for these added vehicles, and a yard for 170 vehicles is estimated to cost \$2.5 million. The added streetcars could be stored at the existing Geneva Avenue carbarn, but there would have to be an extension of this facility at an estimated cost of \$1,400,000. Capital expenditures would total \$13,025,000.

With this increase in equipment, a total of 340 new personnel would be needed: 235 for the added equipment; 50 for weekend service; and 55 must be added for sick leave, suspensions and vacations.

The average cost per driver is \$17,000 each, including all fringe benefits. Therefore, 340 drivers times \$17,000 would cost the City \$5,780,000. Maintenance for these added vehicles would cost another \$2,568,000 annually. This is an increased cost in operations totaling \$8,348,000. When this is added to the present \$60 million operation cost per year, it can be seen that the goal then would be to provide a method of additional funding of \$21,848,000.

A 1% transportation service charge levied on the wage earner and the 25¢ per hour parking meter rate, as noted, would develop approximately \$46.5 million. This would still leave the City with a \$21,848,000 annual deficit. We would, however, have

PUBLIC UTILITIES COMMISSION
San Francisco Municipal Railway (continued)

something for our money because the system would be greatly expanded.

The question before us is how can we raise an additional \$21,848,000? Certainly an increase in cable car fares will add some and the fares for those who do not carry a wage earner transportation card would be substantial, but would not provide the required amount. Other sources of revenue would still have to be found.

There is little doubt that an improved Municipal Railway with more vehicles and more routes would be a tremendous asset to the City and County of San Francisco. We intend only to start an idea and ask those people who have the will, determination and information to apply themselves to the question of how the Municipal Railway can be financed so as to remove the annual deficit from the property owners' heavy burden, and, at the same time, equitably charge for the service provided. We think that the prepaid transportation idea has merit, but it quite obviously will not cover all of the costs. If Muni patronage remained static, we could come very close to the goal, but it is unrealistic to expect that it will.

It is interesting to note that the present operating costs of the Municipal Railway of approximately \$60 million are less by \$4.6 million because of the favorable power service supply provided by the City's own system.

In this year, one has heard the term "free" transportation for San Francisco. It has been suggested at a variety of levels within the City. Obviously, there is no such thing as "free" transportation. An absolutely "free" Muni system would generate costs well over the \$68 million that would be the cost if the ridership went up only one-third. This deficit would have to be made up by taxation. Our transportation service charge would at least give the taxed wage earner something for his money. He would get to ride the Muni "free", because he paid for it in advance.

Now this report comes back to the stark realities of today, tomorrow and the day following. There are very important needs in the present management of the Municipal Railway. These are outlined below and have been recited to us by those responsible for operating the system:

1. Additional personnel are required by the Muni for various areas encompassing management, supervision, maintenance, safety, training, planning and platform employees. Approximately 100 additional people are now included in two supplemental budget requests that will provide minimum additional management, supervisory, maintenance, safety and training personnel. An additional supplemental utilizing gas tax funds under Senate Bill 325 will shortly be forwarded which will include personnel for planning. The

PUBLIC UTILITIES COMMISSION
San Francisco Municipal Railway (continued)

budget request this year will include additional platform employees to provide the flexibility required to meet absences of operators either for legitimate or other reasons. Absenteeism can be almost precisely forecast and should be prepared for in order that runs and duties not be neglected--resulting in diminished service.

2. Currently one of the requirements for promotion in the Muni is that the individual have service on the platform as an operator. This results in two undesirable situations:

a. Those promoted to supervisorial positions continue their membership in the Transport Workers Union with its various fringe benefits. Thus, the General Manager of the Muni is the only non-union member of the operational hierarchy of the Muni. Potential problems from the present arrangement are obvious. The Civil Service policy of these "promotional classes" should be challenged.

b. The administrative and supervisory individuals who have been promoted from the platform continue to be paid based on platform wages, i.e., when the platform employees are given a raise, that same percentage is applied to the so-called "promotional from the platform". This is inequitable remuneration policy.

3. Entrance examinations for platform personnel should be made more stringent in view of the highly responsible position occupied by an operator in public relations, safety, and responsibility for equipment. Pay increases over the past few years justify demanding the highest caliber employee rather than considering this as the dumping ground for unemployables.

4. The Civil Service requirement that the top man on the list be accepted for a position should be changed to permit selection of one of the top three. This, together with more frequent examinations, would materially improve the level of operations.

5. It has become habitual that replacement requisitions submitted for personnel are delayed in processing under the assumption that if a position is not filled, money is not being spent. This is contributing to a breakdown in service and operations because operational, maintenance, safety, administration and other functional requirements are not being satisfied. Requisitions should be expedited in order to keep personnel at budgetary approved levels. If it is not considered desirable to have the authorized number of personnel then that number should be changed at the time of the annual budget.

6. Maintenance on the Muni has been slighted to the point where uncleanliness and marginal maintenance is now reaching the

PUBLIC UTILITIES COMMISSION

San Francisco Municipal Railway (continued)

point where safety is endangered. It is mandatory that recognition be given to the requirement to provide proper janitorial and maintenance services; and to keep up the equipment and uniforms, buildings and grounds, inventories, and contractual services so that we can have a respectable transit operation.

7. There has to be a more realistic equipment replacement program so that planning for non-revenue equipment can be effected on a timely basis to assist in the above mentioned maintenance. At the same time the City Charter restriction which limits the additions and betterments, rehabilitation and replacements should be changed so that equipment purchase can be handled as it is for the Police and Fire departments.

8. A "transit detail" should be established by the Police force to provide the security that should be expected when using the public transit system. This is not only true now, but will become even more pertinent upon completion of the BARTD System. BARTD for example has its own police force of approximately 46 officers.

9. Funding is complicated by the large wage increases which are awarded to the operators by the Board of Supervisors and over which the Muni management has no control. This mode of traditionally awarding the maximum allowable creates deficits which are difficult to fund and morale problems with those miscellaneous employees who are held at some much lower level of pay increase.

10. The Memorandum of Agreement with the Transport Workers Union concerning grievance procedures is too cumbersome and takes too much of the time of the Muni and Public Utilities Commission management in resolving minor grievances. A hearing officer should be established for the City government in order to permit the General Manager of the Public Utilities Commission and others to devote attentions to the important problems of planning and operations, rather than devoting inordinate time to dismissal hearings.

11. Underfunding anticipated claims settlements will not dismiss the problem. On the contrary, it aggravates the problem by increasing costs on judgments, penalizes those already injured by delayed payments and debilitates the City's credit. It should be recognized that claim settlements have increased over the level at which they were funded ten and fifteen years ago. While the accident rate has declined during the last few years, claims and settlements have become larger. The Muni must have sufficient funds to meet these obligations.

12. Efforts to improve service during rush hours should continue. Two items which have been suggested but which require support beyond the Muni are:

- a. Availability of more drivers.
- b. Staggered working hours throughout the community.

SAN FRANCISCO WATER DEPARTMENT

A unique water supply, known worldwide, is the description of the San Francisco self-supported system. Not only is San Francisco water pure and clear, it has no chlorine smell or chemical taste. It arrives in San Francisco entirely by gravity from a distance of approximately 170 miles. The San Francisco Water Department was created to supply water to the City and County and suburban areas. The system-wide gallonage is approximately 258 million gallons per day.

Water is now being sold at rates lower than those existing in 1930 when the City purchased the Spring Valley Water Company. A recent study by consultants of water demand shows that between now and 1980, a total of 126 million dollars will be needed for the capital improvement program. The most recent allocation of monies was Proposition "A", just passed in the amount of 39 million dollars. It was approved by the Public Utilities Commission, the Capital Improvements Advisory Committee, the Board of Supervisors, and finally, the voters on November 7, 1972. Here it might be interesting to note that in the past six years, according to the General Manager of the Water Department, none of the members of our Board of Supervisors have investigated or visited any of the water department's facilities which were included in Proposition "A".

In a recent tour of the Water Department's facilities, the following observations were noted by this Committee. The Laguna Honda Reservoir, located at Clarendon and Laguna Honda Boulevard, has been inactive for a number of years. Piping records at the city yard for all San Francisco are left unlocked and could be destroyed. The meter reading room has plywood covering the openings because there is no money for glare-proof windows. Many pipe plans dating back to 1903 are unbound and in need of repair. The Peninsula Yard has good equipment and personnel but out-dated buildings.

The San Andreas Water Filtration Plant, just opened in October 1972, is plagued by a flock of two to three hundred wild pigeons flying over the water filtered for the residents of San Francisco, leaving their droppings and feathers in the crystal clear water that we drink, cook with and bathe in. It was also noted that there are many thousands of dead crickets in the new filtration plant.

The Water Department owns approximately 64,000 acres of land, of which 12,000 are available to lease to various businesses, such as walnut groves, country clubs, a rock crushing plant, landscape growing, recreation areas, strawberry patches and grazing lands. Again, according to the General Manager of the Water Department, it was interesting to note that no supervisor has visited these revenue producing businesses during the past six years. We ask if this government body can intelligently recommend or pass laws on a department they have never seen?

PUBLIC UTILITIES COMMISSION
San Francisco Water Department (continued)

Another extremely difficult situation to understand is that the management of the Water Department must pay for approximately 50% of the trips taken on behalf of the City and County of San Francisco. In addition, in 1971, because of the high wage scale and overtime, one plumber received a higher salary than did the General Manager of the Water Department. In 1972, four or more plumbers will exceed the \$35,000 paid to the General Manager and six plumbers will exceed the wages paid to the Assistant Manager.

Recommendations:

1. Employ a reputable real estate consultant who understands all phases of real estate (which includes various forms of development and leasing) to help turn the 12,000 acres, plus other scattered properties, into money-producing revenues for the City, or dispose of them.
2. Immediately hire an exterminator who will clean up the mess at the new San Andreas Water Filtration plant.
3. Invite the Board of Supervisors to make an inspection tour of all Water Department facilities, such as this Committee has taken.
4. Re-evaluate the overtime and working conditions of craftsmen, so that no employee's wages exceed those of the General Manager or Assistant General Manager.

HETCH HETCHY WATER AND POWER DEPARTMENT

The Hetch Hetchy Water and Power Department, not unlike the San Francisco Water Department, has a principal problem each year which the Grand Jury cannot remedy or offer any suggestions for correction. The problem that the water supply is governed by the amount of snow and rain that falls in the watershed as well as that which flows into the reservoirs. The fiscal year 1971-1972 was very lean. Precipitation recorded was 71% of average, which will subsequently mean a decrease in both power and income. It is estimated at this time that the amount of revenue will be minus approximately \$1.5 million.

Hetch Hetchy Water and Power, and the Bureau of Light, Heat and Power serve the City and County of San Francisco in the dual function of operating departments and service bureaus.

PUBLIC UTILITIES COMMISSION

Hetch Hatchy Water and Power Department (continued)

The Hetch Hatchy Department leases property for their office, engineering and general operation needs in the building at 855 Harrison Street. The offices are on one floor and engineering is on a lower floor. This is not an efficient method of operating this department. We repeat our previous recommendation that the City explore the feasibility of acquiring the Metropolitan Life Insurance Building for office space which would solve this problem. The whole department could be on one level with the administrative office in the center of the operation. This would create a much more efficient system of work flow and control.

The City, at the present time, is paying \$5,700 per month for the use of this building, plus maintenance, janitorial services, utilities and various other expenses entailed in leasing property.

A City car pool could be utilized by Hetch Hatchy. This would definitely cut down on the maintenance of the vehicles now being used solely by the Hetch Hatchy Department.

Hetch Hatchy owns many acres of property in various counties in California from Yosemite Valley to San Francisco. There are sections of this property that are surplus and have no foreseeable use pertinent to the operation of our water and power system. A careful review of these properties should be made and any property that is not essential to the operation of the department should be immediately put up for sale to the highest bidder. The City, being in the dire financial position that it is at the present time, cannot afford the luxury of surplus property.

This department is a municipally owned system of storage reservoirs and aqueducts which collect water from the Tuolumne River watershed, delivering it to the San Francisco Water Department. Approximately three-fourths of the water consumed in San Francisco and the Water Department service area comes from this source. As a by-product of falling water, Hetch Hatchy operates and maintains one or more hydroelectric generating stations and high voltage transmission lines for the production and distribution of electricity.

Since July 1, 1969, Hetch Hatchy has operated, maintained and provided improvements for the electric facilities of the San Francisco Municipal Railway. Last year this service saved San Francisco taxpayers \$4.06 million. The power which Hetch Hatchy provided was sold to the City at 21% less than rates charged by the local privately owned utility.

The present time, services from Hetch Hatchy Water and Power is derived principally from two sources:

PUBLIC UTILITIES COMMISSION

Hetch Hetchy Water and Power Department (continued)

1. Sale of electric power and energy to City Departments, the Modesto and Turlock Irrigation Districts in the San Joaquin Valley, and five industrial customers.

2. Sale of water to the San Francisco Water Department.

Members of the Grand Jury who toured the Hetch Hetchy Water and Power System were highly impressed with the efficiency with which the department is managed. At all stops on this trip, equipment was inspected and found to be in excellent condition, and the operating personnel were found to be most cooperative, competent and conscientious.

Recommendations:

1. That the Don Pedro Dam project be publicized by inserts in the water bills of the districts that contributed in this development. The recreation facilities at this dam are great, yet very few Californians have heard of this project.

2. That Hetch Hetchy housing facilities should be limited to officials, legislators and duly constituted investigative bodies, such as the Grand Jury, on official business, and not used as a vacation resort. A review of the attendance record shows that there was abuse of the lodge procedure by certain members of the City government.

3. That all persons visiting the lodge sign the visitor's book without exception.

4. That the Grand Jury's Public Utilities Committee, and the Secretary and Foreman of the Grand Jury be authorized all expenses to the lodge during their annual inspection tour.

Andrew C. Glover

John A. Guilfoy

Selmar J. Monro, Chairman



The majestic entry to the Metropolitan Life Insurance Building



Aerial view of the Metropolitan Building looking westward.



Grand Jury meeting room. Note a twelve place table for nineteen Jurors. Also seen is discarded furniture held in storage.



Portion of the County Clerk's Office revealing crowded conditions and records in cartons.



Law books stored on the fifth floor of the City Hall for lack of library space.



**Blueprints in storage at the City Hall Annex,
450 McAllister Street**



The filled-to-overflowing blueprint storage area.



A typical office of a member of the Board of Supervisors,
"...the size of a large closet...".



The main office of the Department of City Planning at
100 Larkin Street, "...representing an incredibly poor
use of land...".

ERRATA

- 1) Page 7, line 17. Port Commission Report:
Insert the word "not" between the words "Police" and "retained".
- 2) Page 9, line 39. War Memorial of San Francisco Report:
Delete the words "Opera House" and insert the words "War Memorial".
- 3) Page 30, line 19. Police Department Report:
Delete the word "disasterous" (sic) and insert "disastrous".
- 4) Page 32, line 25. Police Department Report:
Delete the word "contemperaneous" (sic) and insert "contemporaneous".
- 5) Page 34, line 22. Police Department Report:
The sentence beginning with the words "The unit also investigates..." is deleted and the following corrected sentence is inserted:
"The unit also investigates internal malfeasance with conclusions and recommendations being submitted directly to the Chief on a strictly confidential basis so that action as indicated may be undertaken without knowledge on the part of the malfeasant as to the source of the evidence."
- 6) Page 35, line 21. Police Department Report:
Insert a period after the word "allegation". After the sentence ending with the word "allegation" insert the following words before the word "of" : "A complaint is defined as an allegation...".



